A PERSONNEL OFFICER'S ADMINISTRATIVE PROBLEMS RELATIVE TO THE YOUNG ADULT IN THE NAVY

GERALDINE FREDERICA TWINING

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A PERSONNEL APPRAISAL'S ANNOTATIVE PROBLEMS
RELATIVE TO HIS USER AREA IN THE ARMY

A Thesis

Presented to Capital Fortifications of the Quartermaster
for the Degree Master of Science
in Public Administration

By

Private Clarence Jackson, Co A-2

The Old Guard Battalion

1st

A PERSONNEL OFFICER'S ADMINISTRATIVE PROBLEMS RELATIVE TO THE YOUNG ADULT IN THE NAVY

A Thesis

Presented in Partial Fulfillment of the Requirements
for the Degree Master of Science
in Public Administration

By

GERALDINE FREDERICA TWINING, B. A.

The Ohio State University

1951

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CHAPTER I

STATEMENT OF THE PROBLEM

Any segment of population with characteristics peculiar to itself will present problems. Young adults are such a group. They have been the subject of numerous extensive studies which have indicated underlying motivations and reactions of the group but, at the present, have not resulted in final, scientific conclusions. Since there is already a high percentage of this particular segment of society within the Navy population and since the prospects for extended compulsory military service in the near future are growing, the Navy must concern itself with the problems of the young adult in all their far reaching implications.

This study will attempt to:

1. Review the general and special characteristics of the young adult as they appear in society;
2. Describe and analyze the pattern of the continental air station enlisted personnel officer's job as it fits into Navy Department organization and air station organization;
3. Point out a few of the most common problems presented by the young adult in his relations with the enlisted personnel officer in a large air

EXERCISE 1

station;

4. Recommend constructive administrative procedures feasible on that operating level.

No attempt will be made to present a detailed study indicating the implications of the young adult problem as far as the Navy as a whole is concerned. The problems of the group will be described primarily as the clinically untrained personnel officer sees them and attempts to cope with them. It is believed that most of the specific problems which will be discussed are common to all military personnel officers of the continental shore establishments though size of the activity, location, local public relations, personnel assigned, local organization and mission, and many other factors modify the details and the points of view. Furthermore, the problems to be discussed are of the overt types presented by a vociferous element of the young adult group. This study will not attempt to delve into latent problem areas whose existence is suggested by the large percentages of young men failing to re-enlist.[1] Since the deviate element consumes a dispro-

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1. Why Men Leave The Navy, Enlisted Personnel Research Reports No. 2, U.S. Department of the Navy, Bureau of Naval Personnel (Washington: 1949), p. 25. The re-enlistment or "turn over" problem is modified by the current conditions of partial mobilization and the National draft, but the underlying causes have not been removed.

re-enter."[1] Since the gravity element consumes a disproportionate amount of the [illegible] of [illegible] to deal to this intent [illegible] element of the [illegible] model. The study will not [illegible] the policy at [illegible]. Furthermore, the problems to be discussed are of the most [illegible] by a qualified public relations, personnel executive, legal interpretation, and many other factors [illegible] the details and [illegible] should also of the reality, location, local [illegible] personnel officers [illegible] to call multiple [illegible]. If it [illegible] that most [illegible] the specific [illegible] will be discussed [illegible] on the [illegible] personnel officer [illegible] to come [illegible] [illegible] will be [illegible] [illegible] [illegible]

portionate share of the time of administrative personnel, any reduction in the overt problems of this deviate group would tend to make administrative time available for more constructive effort with the young adult group as a whole.

The age groupings of seventeen to twenty-four are arbitrary divisions selected because many of the available data relative to the young adult are broken into groups of: (1) under twenty and (2) twenty to twenty-four. There seems to be no particular significance in the breakdown as such. In addition, where legal status is involved, both eighteen and twenty-one must be considered as significant under civil law. Unfortunately, none of these ages represents a "magic day" on which all young adult problems disappear and are replaced by those of maturity.

Prior to the "police action" in Korea in the summer of 1950, a study directed toward a military personnel officer's administrative problems relative to the young adult necessarily would have indicated a "voluntary career pattern" both for the officers filling such billets and for the youths with whom the Navy was concerned. This voluntary aspect of the young enlisted man's military life could be expected to be reflected in his reactions to Navy life as a whole and to particular job and training situations. The personnel officer, himself, under such circum-

stances, would be a career officer with sufficient naval experience to meet current technical problems of a military personnel situation with a minimum of lost motion.

The rapidly deteriorating military position of the United States during the fall and winter of 1950 and the resulting mobilization pattern make it imperative that any personnel study undertaken at this time take into account the factors introduced by the non-career personnel of a "citizen-Navy." Some of the more obvious of these factors are:

(1) A greater number of enlisted men in the lower age brackets than would be anticipated under conventional peace time circumstances;

(2) Additional administrative problems resulting from the removal of the "voluntary status" and reduced selective qualifications for service;

(3) Officer personnel with limited naval experience and background;

(4) An increased influence of public relations.

If mobilization continues, many shore activities can expect personnel officer billets to be filled by Reserve Officers with World War II experience, civilian experience, or little practical personnel experience of any kind. Since World War II, the entire enlisted personnel rating

and classification structure of the Navy has been revamped. Nearly every personnel record and report used between 1940 and 1945 has been either completely revised, eliminated or replaced. Even correspondence forms and procedures have undergone radical changes. Consequently, the Reserve Officer will be faced with specific technical knowledge problems which must be met before he will be able to cope effectively with administrative problems presented by any particular group.

It is only in recent years that the Navy has begun to recognize the importance of competent personnel work on the operating level as a contributing factor in morale, discipline, operating efficiency, et cetera. Consequently, little specialized training has been offered. At the present time, personnel procedures developed by industry and other civilian institutions are being weighed by the Navy and, where adaptable to a military situation, are being incorporated. In addition, the Navy is engaged in personnel research projects of its own. This growing interest in personnel on a policy and research level will gradually filter through and affect officers on operating levels where the new principles and procedures must ultimately be tested.

The purpose of this study, then, will be to suggest

The Burden of this study, then, will be to endeavor to make the data obtained and hypotheses made distinctly perceived.

Upon the basis of this study, it will be determined on a point and viewpoint level will change in the degree of its use. This viewing interest is interdependent. In addition, the data is endeavored to answer, where evidence is a written element, are being other qualities investigations are being worked at the same time, particular subcategories of industry and little theoretical interest has been offered. At the present time, generally speaking, of course, the theoretical aspects on the counseling level as a contributor factor in making to broadens the importance of counselors' decisions and personal decision.

It is only in recent years that the great effort with counseling psychology directed at individual decisions major must be met before it will be done with specific treatment problems and techniques. Consequently, the counselor confronted. Some professional issues and viewpoints data [illegible] the one hand either completely related, although [illegible] should only factors and client needs have been isolated.

some of the typical administrative problems on one operating level - the continental air station - and to determine what, if any, effective means are open to the personnel officer to reduce these particular problems and thereby, use the young adult group more effectively.

CHAPTER II

ENLISTED PERSONNEL OFFICER BILLETS IN AIR STATIONS

OVERALL OPERATING ORGANIZATION OF THE NAVAL ESTABLISHMENT

Before a clear understanding of enlisted personnel officer billets in naval air stations can be achieved, a knowledge and understanding of a personnel officer's place in the organizational scheme of the Navy must be fixed and identified. The Department of the Navy, geographically and organizationally, consists of three principal parts: the Operating Forces, the Navy Department, and the Shore Establishment. The Operating Forces include the fleets, sea-going forces, sea frontier forces, and such other activities and forces as may be assigned to it.[1] The executive part of the Navy is the Navy Department from whose headquarters in Washington stem the over-all policy, command, administrative, and logistic direction of both the Operating Forces and the Shore Establishment.[2] It is composed of the seven bureaus, boards and offices of the department, the Headquarters of the Marine Corps and, in time of war, the Coast Guard. The Shore Establishments, whose

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1. The United States Navy, A Description of its Functional Organization, U.S. Department of the Navy, NAVEXOS P-435 (REV. 7-48) (Washington: 1948), p. 13.
2. Loc. cit.

CHAPTER II

[illegible]

[illegible] clear application of military personnel
either civilian in part or whatever can be believed, a
completely new interpretation of a government office's place
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and organizationally, consists of three principal parts:
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sea-going forces, sea frontier forces, and such other de-
tailed and forces as may be assigned to it.[1] The shore
establishment of the Navy in the Navy Department [illegible]
consist mainly of the Naval Districts in continental United
States, [illegible] and [illegible] stations overseas,
operating primarily, and logistic elements of both the
Operating Forces and the Shore Establishment.[2] It is com-
posed of the paval bureaus, boards and offices of the De-
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of war, the Coast Guard. The Shore Establishment, where

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1. The United States Navy, A Description of the Depart-
ment - Operations, (n.p., Department of the Navy, Revised
F-C20 (12-1-43) [illegible]: 1944), p. 19.
2. Loc. cit.

reason for existence is to serve the Operating Forces, comprise the field activities of the Navy Department ashore.[3] Chart I presents a graphic description of the over-all operating organization of the naval establishment.

The Navy's top executive organization is composed of the Secretary and his Civilian Executive Assistants and Naval Professional Assistants. "The Naval Professional Assistants fall into two categories as follows:

a. Naval Command Assistant, who is the Chief of Naval Operations (CNO) and

b. Naval Technical Assistants, which include the Chiefs of Bureaus, the Commandant of the Marine Corps, the Judge Advocate General, the Chief of Naval Research, the Chief of Naval Materiel, and the Commandant of the Coast Guard (when assigned to the Navy)."[4]

The bureaus and offices under the direction of the Naval Technical Assistants are the "home office" for the Shore Establishment and exercise supervision and direction over its activities.[5] From these bureau chiefs, the shore activities receive the detailed technical instruction necessary to coordinate and correlate their functions with

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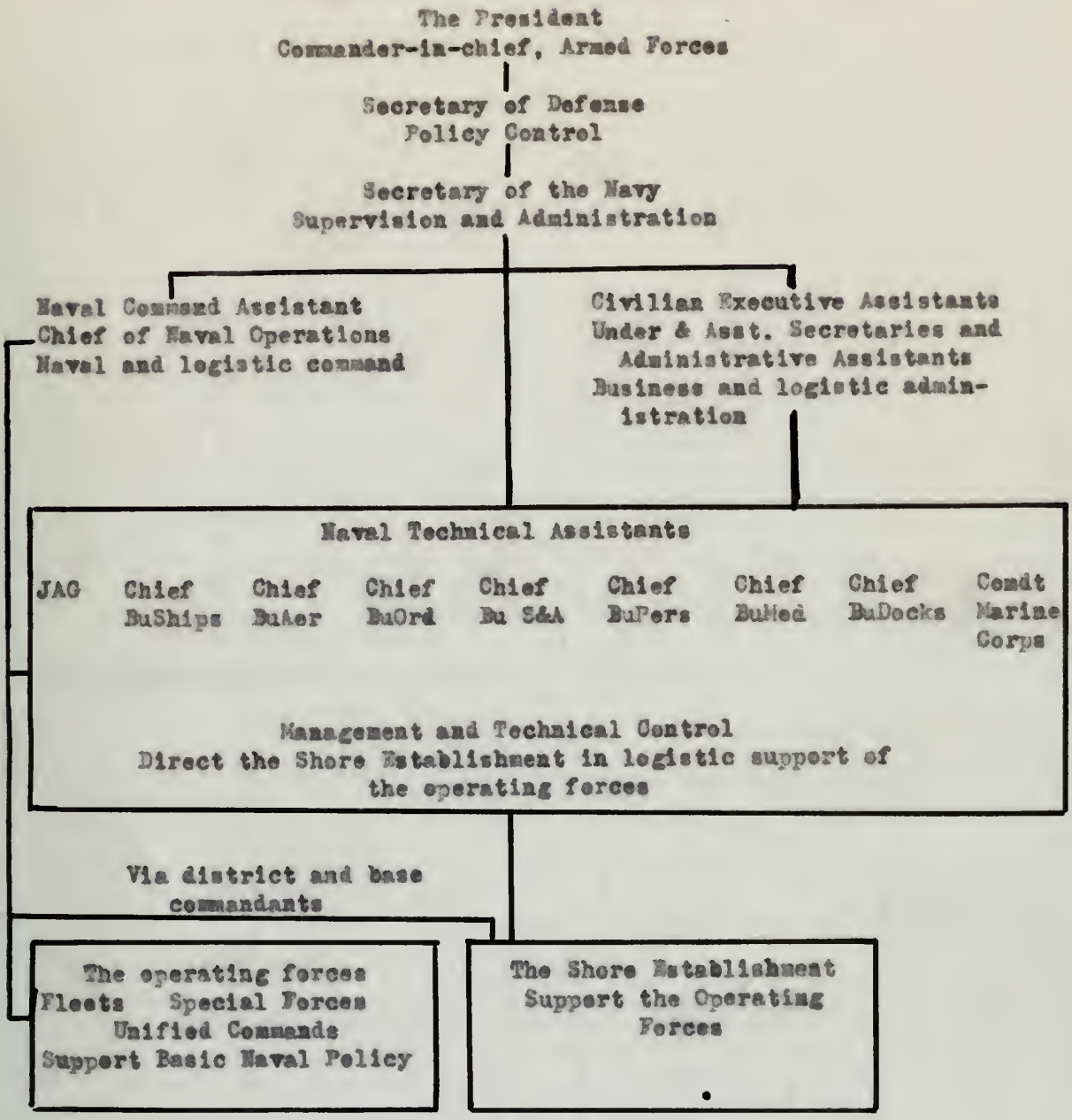
3. The United States Navy, NAVEXOS P-435 (REV. 7-48) loc. cit.
4. Ibid., p. 14.
5. Ibid., p. 18

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3. *The Rolled Sleeve Navy*, 9/4/1939 thru 5/31/1941. 5-vol. typ. ms.
4. 1942., p. 14.
5. 1942., p. 18

CHART I

OVERALL OPERATING ORGANIZATION OF THE NAVAL ESTABLISHMENT



NOTE: Adapted from Charts prepared by The Management Engineer, Navy Department and published in The United States Navy, NAVEXO P-435 (REV. 7-48). p. 11 and p. 20.

the needs of the operating forces. The degree of influence of the separate bureaus varies with the missions of the activities. For the personnel officer in an air activity, two bureaus - the Bureau of Naval Personnel and the Bureau of Aeronautics - are of particular interest though some knowledge of all is essential.

The basic responsibilities of the Bureau of Naval Personnel and the Bureau of Aeronautics have been outlined as follows:

> The Bureau of Naval Personnel. - procures, trains and distributes the officer and enlisted personnel of the Navy; supervises promotion, discipline and welfare of naval personnel; and operates the field personnel establishments.[6]

> The Bureau of Aeronautics. - designs, procures, and maintains aircraft and aviation equipment; outfits and replenishes aeronautical activities afloat and ashore; maintains aeronautic shore establishments, etc. It should be noted that the Deputy Chief of Naval Operations (Air) prepares logistic plans for the support of Navy and Marine aviation and likewise supervises the training of aeronautical personnel.[7]

The Shore Establishment organization and the command relationships ashore are outlined in Charts II and III. The enlisted personnel officer is chiefly concerned with the activity of the Director of Distribution in the office

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6. The United States Navy, NAVEXOS P-435 (REV. 7-48), op. cit., p. 25.
7. Ibid., p. 24.

the owner of the operating license. The failure of anyone of the interested agencies either from the standpoint of the activities, for its particular activity, the purpose of local [illegible] and the purpose of [illegible] was of particular interest through a new knowledge of all is accomplish.

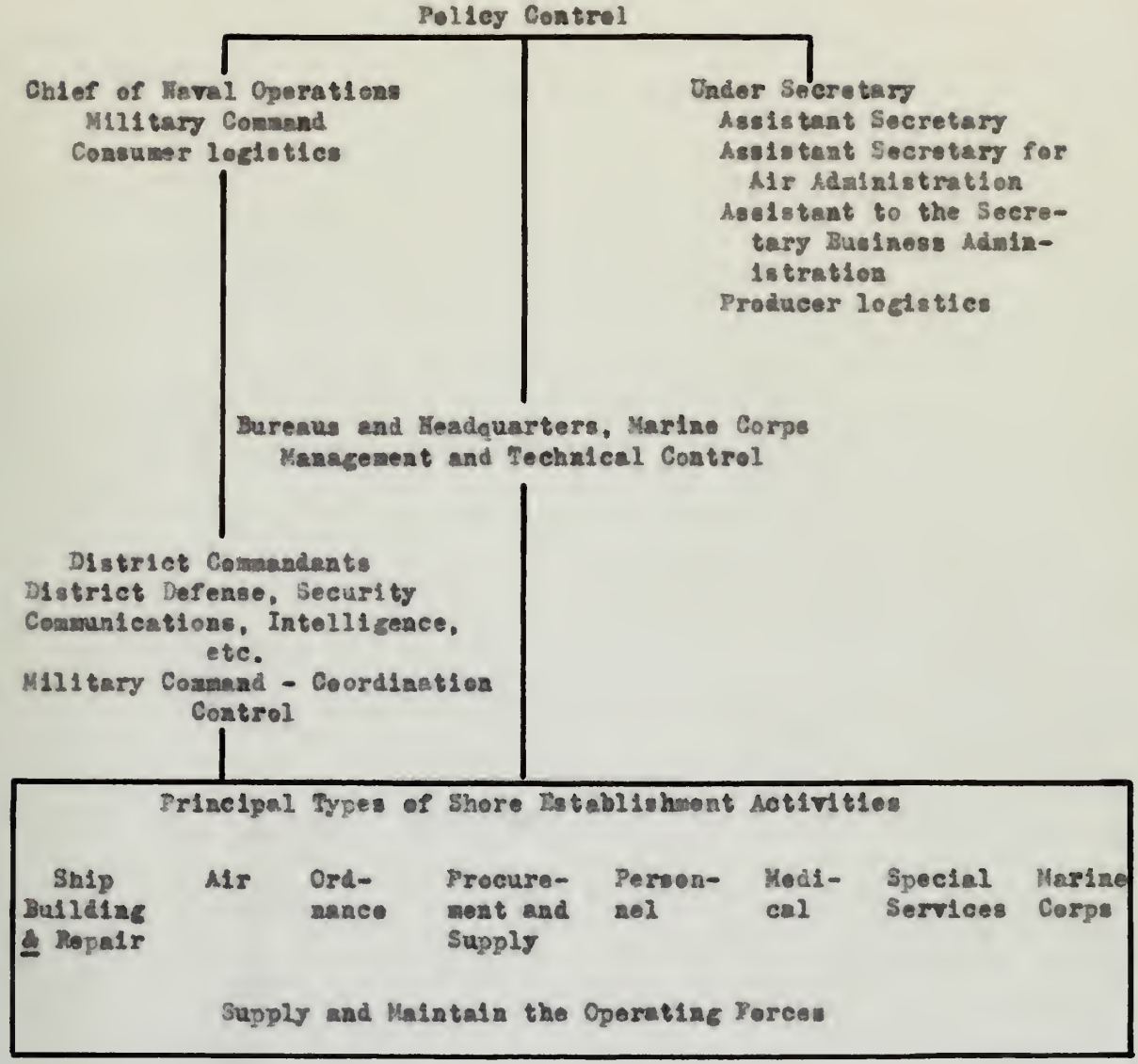
The basic responsibilities of the bureau of [illegible] involved are the bureau of [illegible] are additional as follows:

The bureau of [illegible] - [illegible], [illegible] and [illegible] the [illegible] and original [illegible] of the [illegible] [illegible] procedure, [illegible] and [illegible] of [illegible] [illegible]; and [illegible] the [illegible] [illegible] evaluations.

The bureau of [illegible] - [illegible], [illegible] and [illegible] [illegible] and [illegible] [illegible]; [illegible] and [illegible] [illegible] [illegible]

CHART II

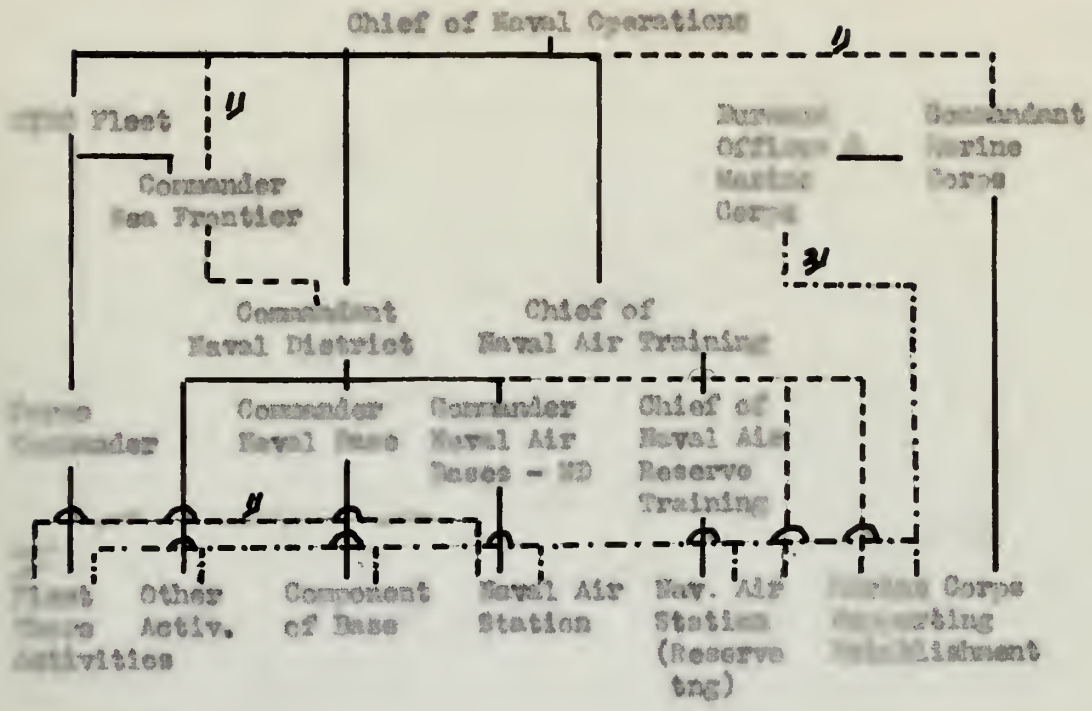
THE SHORE ESTABLISHMENT



NOTE: Adapted from Chart prepared by the Management Engineer, Navy Department and published in The United States Navy NAVEXOS P-435 (REV. 7-48). p. 28.

CHART III

COMMAND RELATIONSHIPS AFLOAT



NOTE:

1. - - - : Limited types of control for specific purposes.
2. -.-.- : Management Control: over activities as assigned.
   Technical Control : over matters within activities as appropriate.

SOURCE: Adapted from chart prepared by: CNO(OP-24) 15 January 1948 and published in The United States Navy [illegible]-35 (REV. 7-48). p. 29.



of the Commandant. Through this office, the allocations of personnel received in the district are made to the various activities within the district, district policies relative to personnel are promulgated, and activity personnel reports are coordinated prior to their submission to appropriate bureaus. An understanding of the basic personnel and public relations policies of the district commandant is essential to an efficient performance of personnel work on an activity level.

The Naval Base Commander, indicated in Chart III, has military command and/or coordination control of various types of activities which are capable of contributing to the mission of the naval base - furnishing local logistic services direct to the operating forces.[8] The Commander Naval Air Bases, Naval District, has military command and coordination control only of component air activities within the command.[9] The exact relationships of these commands to the naval air stations vary between districts as a result of geographic and mission factors and between

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8. "Relationships of Shore Activities of the Naval Establishment and Functions and Duties of Certain Shore Commands." U.S. Department of the Navy. General Order, No. 19. (Washington: 1949), p. 5.

9. The United States Navy, NAVEXOS P-435 (REV. 7-48), op. cit., p. 34.

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9. "Relationships of Cross Ownership at the Local Level," C.R. Department of Communications, Ottawa, 1970, p. 3.

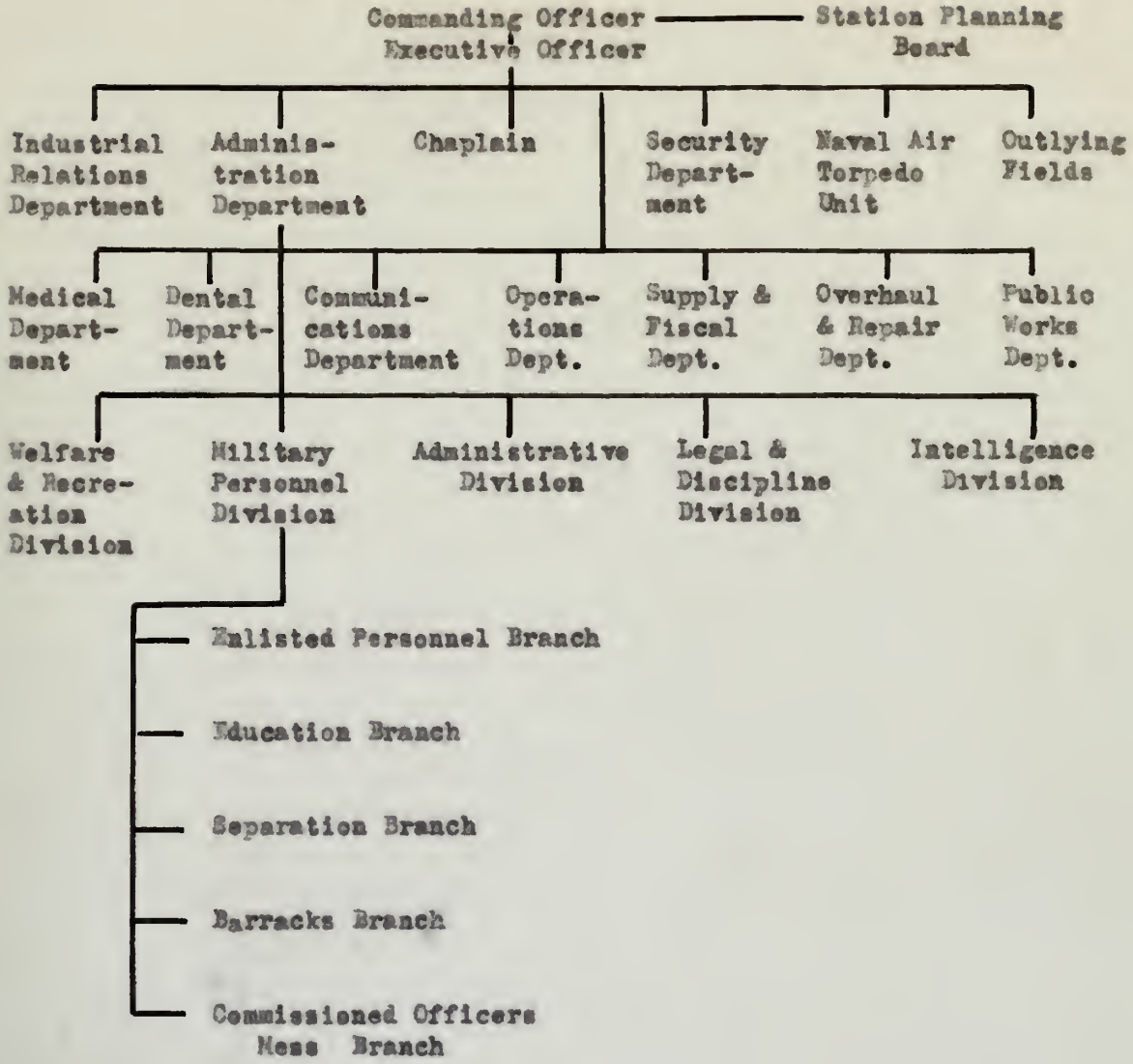
10. The United States Navy, Arizona (City, State), op. cit., p. 10.

peace and wartime organization. It is possible, in a peace time organization, for the Naval Air Bases organization to be contracted to a token or paper organization capable of expansion at such time as the need might arise. Both the Commander of a Naval Base and the Commander of a Naval Air Base are subject to the military command and coordination control of the District Commandant.

The billet of the personnel officer in a shore activity also varies with the mission and organization of the activity though there is a general pattern throughout. For example, under some circumstances, the position of administrative officer, indicated in Charts IV and V, is filled by the executive officer. Such a situation is more apt to prevail in the small air station than the larger one. When this is the case, the closer access to the top administrative level afforded the personnel officer may operate in two extremes. If the executive officer has a clear concept of and interest in efficient personnel procedures and is not over-burdened with operating details, the closer relationship afforded will result in strengthened support for the personnel officer. On the other hand, in the situation where the combination of duties of the executive officer forces personnel problems to a completely secondary level, the personnel offi-

CHART IV

NAS QUONSET POINT ORGANIZATION



from

MASTER ORGANIZATION CHART
NAS QUONSET POINT R. I.

(In effect January 1951)

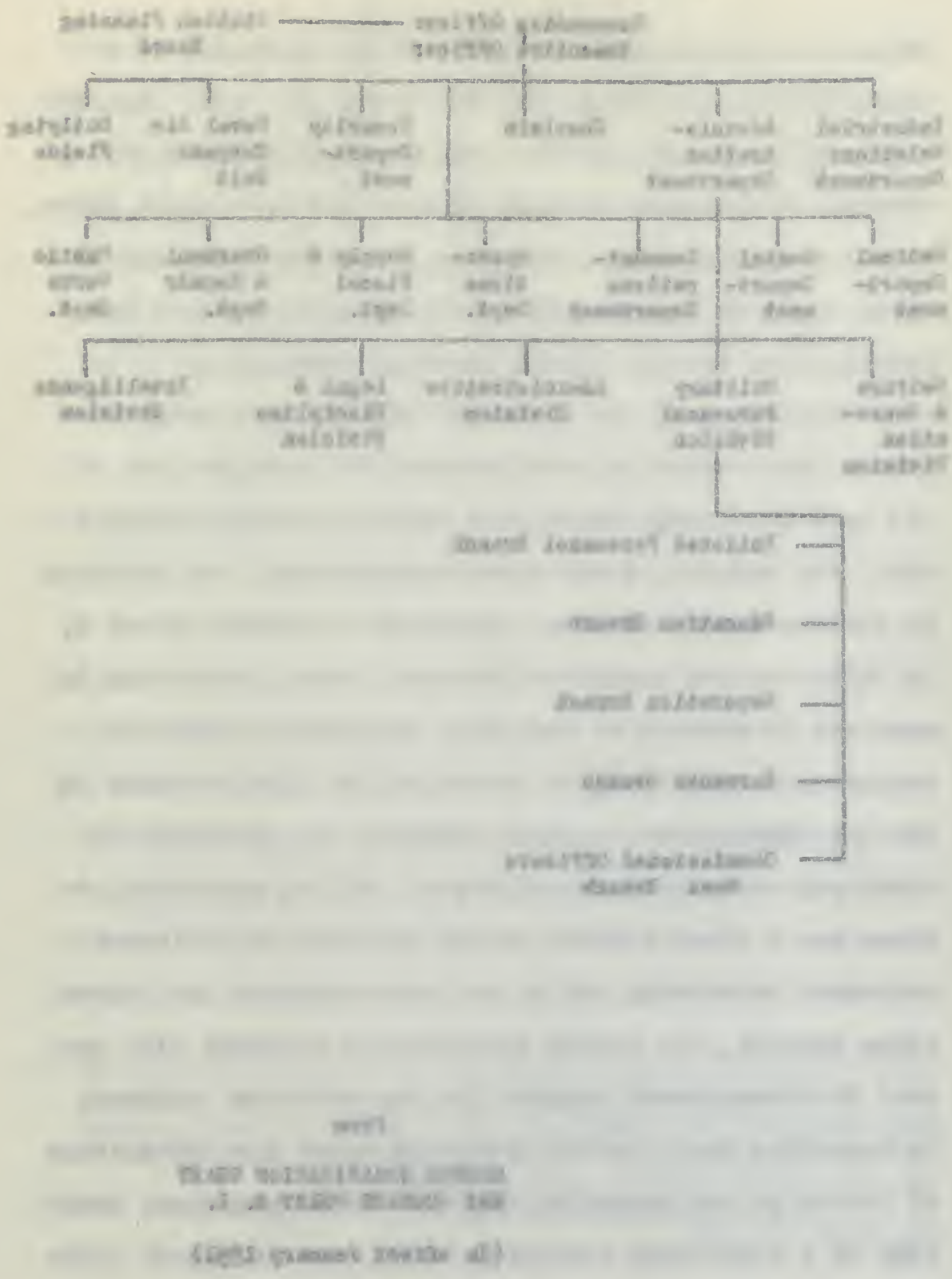
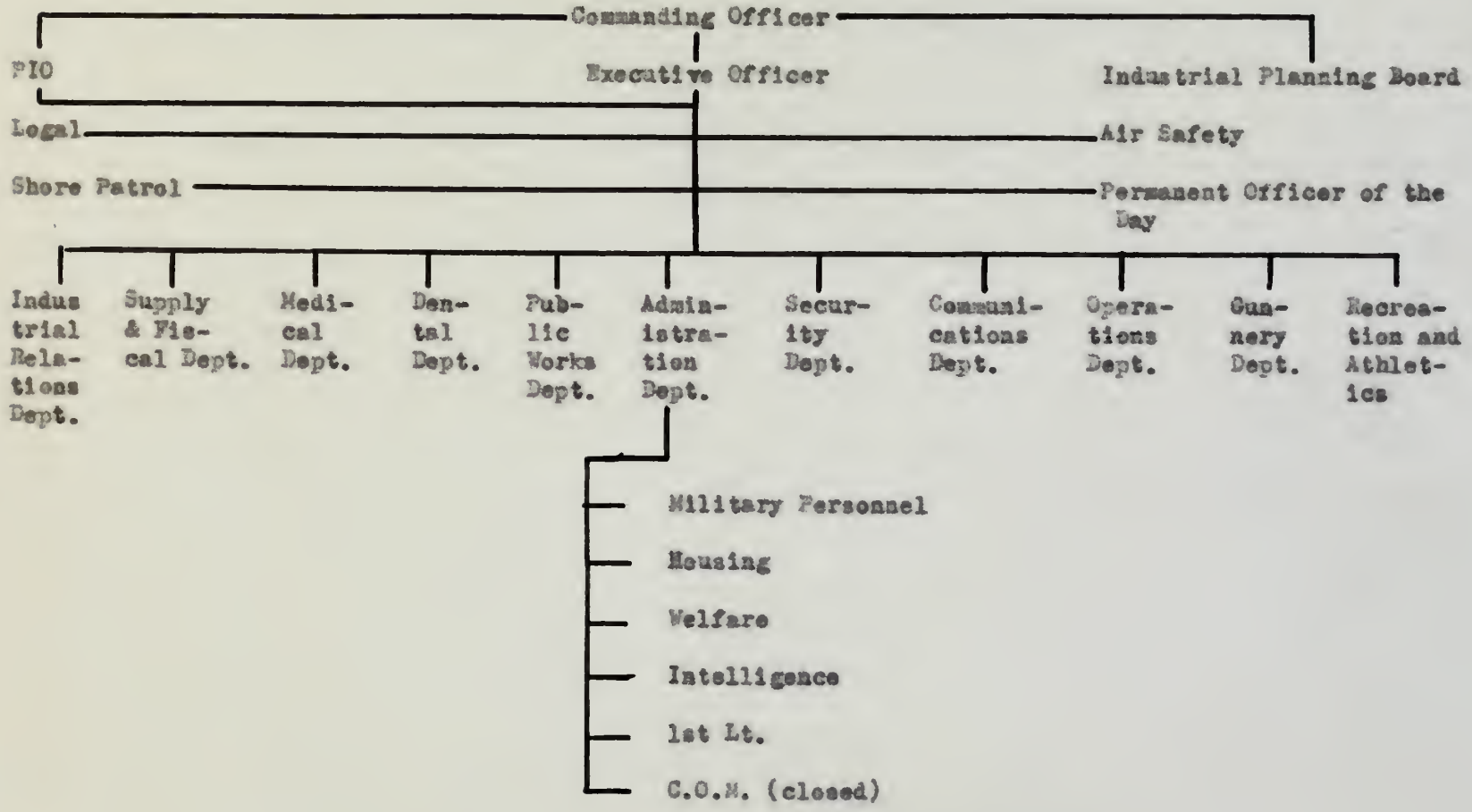


CHART V



ORGANIZATION CHART
NAS MEMPHIS, TENN.
(In effect 23 Jan., 1951)

cer is apt to be delayed in the solution of his problems and the adoption of new personnel procedures. Unfortunately, such a situation is apt to prevail even though top administrative levels may have delegated wide responsibility to the personnel officer. Because of the auxiliary aspects of personnel and the fact that the average personnel officer is junior to the heads of departments with whom he is required to work and because of the lines of authority established in a military organization, successful personnel procedures normally do not exist without strong command level support.

With the exception of the very few activities whose primary missions are training and assignment of personnel, enlisted personnel functions are considered as "auxiliary service" functions if a comparison is being made with other government agencies. The organization is a line type, as is illustrated in the typical organization samples given in Charts IV and V and there is great similarity between the services performed by a military enlisted personnel officer and other agency personnel officers. For example, both are concerned with personnel records, classification, placement, discipline, education and training, et cetera. A complete analysis would probably result in more likeness than difference with the major difference lying in the area

of military control in command and department relationships.

NAVY DEPARTMENT RESEARCH IN PERSONNEL WORK

The organizational structure, from the activity personnel officer himself to the Secretary of the Navy, is self-evident to the average personnel officer. What is less evident is the analysis of his own job and personnel procedures as they are viewed by top administrative levels. However, for an understanding of the potentialities of his own billet and efficient personnel procedures, the personnel officer must be aware of top level personnel research and Navy Department policy relative to such research, as it is carried on by the Office of Naval Research. Though the personnel officer may not have been cognizant of it, the Navy Department has recognized the growing need for personnel research and the problems inherent in it. As Captain I. J. Hobbs, Director, Enlisted Personnel, expressed it in the personnel officers' conference of 1949, there are no such things as "go" or "no go" gauges in personnel work. "The other technical bureaus enjoy an advantage over the Bureau of Naval Personnel by sending their materials to a proving ground to determine if their materials are acceptable.... Sometimes it takes as long as two years to determine whether we (BuPers) made a right or wrong decision in

personnel matters."[10]

In general, four areas of study have been established for personnel research purposes in the Navy in an attempt to determine the best use of its most valuable asset - man power:

(1) Human Engineering

(2) Personnel Training and Morale

(3) Selection and Utilization of Manpower

(4) Psychological Warfare and Intelligence Methods.[11]

The Office of Naval Research maintains the basic research in the fields of human relations and human behavior. This basic research is developed into applied research through the activities of the Bureau of Naval Personnel which has approached the problem from three angles:

(1) Billet Analysis and Qualification Research

(2) Classification and Field Research

(3) Training Research.[12]

As in private industry, the realization seems to be growing that billet analysis is the first step in determining what jobs are required, what sort of people must be trained to fill them, and the type of training needed. In

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10. Proceedings of the Personnel Officers Conference (1949). U.S. Department of the Navy, Bureau of Naval Personnel (Washington: 1949), p. 1.
11. Ibid., p. 21
12. Ibid., p. 23.

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14. Constitution of the Democratic Socialist Republic of Sri Lanka (1978). (Colombo: Department of Government Printing), Chapter VI Part I, p. 1.

15. Ibid., p. 22.

16. Ibid., p. 23.

line with this thinking, a complete billet analysis of all important billets in the Navy has been planned with the first constructive work being an analysis of all billets in two large Pacific area commands.[13] Though no detailed air station enlisted personnel officer billet analyses have been published to date, billets in other types of activities have been studied in detail and one brief analysis was made of a west coast air station. Three of these job analyses are included here for purposes of comparison.

ENLISTED PERSONNEL OFFICER[14]

(Air Station)

OCCUPATIONAL GROUP: Personnel Administration

LOCATION: . . . . (Air Station)

DUTIES: Serves as advisor to Commanding Officer and Executive officer in matters pertaining to administration, distribution, and training of enlisted personnel. Handles transfers, receipts, assignments, accounting, legal matters, leaves, ratings, correspondence, insurance, family allotments, re-enlistments, rations, muster reports, special pay, discharges, Fleet Reserve and retirements, and other reports.

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13. Proceedings of the Personnel Officers Conference (1949), op. cit., p. 24.

14. Postgraduate and Restricted Duty Billet Study, Vol. I., U.S. Department of the Navy. Bureau of Naval Personnel (Washington: 1949), p. 163.

ities with their interest, a committee should be established to study the problem and to make recommendations for the future. Such a committee should be composed of representatives of the various groups concerned with the problem, including the Indians themselves. The committee should be given adequate funds to carry out its work.

Some of the problems are immediate and require action. Others are long-range and require study. Some of the problems are local and require action by the local community. Others are regional and require action by the regional community. Some of the problems are national and require action by the national community. Some of the problems are international and require action by the international community.

QUALIFICATIONS:

Course: Personnel Administration and Training A52

Rank Required: Lieutenant Commander (AVH)

Comments: Performs collateral duties of Educational Services Officer and acts as senior member of examining board for advancement of enlisted personnel.

ENLISTED PERSONNEL OFFICER[15]

(Naval Shipyard)

NAVAL OFFICER QUALIFICATIONS CODE: 903181

LOCATION OF BILLET: Administrative Department

QUALIFICATIONS:

Rank: Commander S, D, DL

TEST SCORE PATTERN

OFFICER CLASSIFICATION TEST

Test	Cutting Score (NSS)
Verbal	50
Mathematical	--
Mechanical	--
Spatial Relations . . .	--

PHYSICAL DEMANDS

Age: No range is specified for this billet.
Sea Duty: Physical qualifications for sea duty are not required.

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15. Catalog of Naval Shipyard Officer Billets, U.S. Department of the Navy. Bureau of Naval Personnel, NAVPERS 15113 (REV) (Washington: 1950), p. 522.

PERSONAL CHARACTERISTICS

Executive ability; initiative; tact.

EDUCATION AND EXPERIENCE

Schools and Courses

Minimum:	College courses in personnel or hotel management.
Desirable:	College degree with courses in personnel or hotel management.

Naval Background

Minimum:	Moderate personnel experience in welfare and recreation, recruitment, separation, maintenance of records, or discipline.
Desirable:	Some experience in administering personnel techniques and policies in separation, recruiting or selection activity, or personnel department.

Civilian Background

Minimum:	Considerable experience in employment and record maintenance of hotel or chain restaurant personnel.
Desirable:	Moderate executive and administrative experience in operation of chain restaurant, hotel, camp, or similar occupation.

SUMMARY OF DUTIES

Administers activities providing berthing and messing and other services to enlisted men temporarily or permamently assigned to yard: Directs operation of barracks, mess, ship's service activities, and associated supply and disbursing units, and directs provision of welfare, recreational, educational, and legal services. Establishes broad policies and procedures and plans and coordinates work, delegating to officer assistants details of operating and supervising the various activities; insures satisfactory performance of work by frequent conferences and

regular inspections. Exercises military command over enlisted men billeted in barracks but not attached to yard activities or ships in yard; directs maintenance of their service records.

WORKING CONDITIONS: Inside office.

RELATED NAVAL OCCUPATIONS

1. Morale, Welfare and Recreation 9035
2. Personnel Officer 9005

PROCUREMENT SOURCES

Primary

Hotel, Chain restaurant or camp.
Jobs: Hotel manager, restaurant manager, camp manager, maitre d'hotel, personnel manager, social director.

Secondary

Commercial concern or educational institution.
Jobs: Personnel counselor, welfare director, dean of men, service director.

PERSONNEL OFFICER[16]

(VP-Squadron)

NAVAL OFFICER QUALIFICATION CODE: 900515

RELATED QUALIFICATIONS CODES: 700115, 901415, 903515

LOCATION OF BILLET: VP Squadron, Administrative Department

BILLET SUMMARY: Coordinates and administers personnel functions of squadron to insure efficient maintenance of personnel records, preparation of correspondence and periodic

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16. Officer and Enlisted Billets VP - Type Aircraft Squadron. U.S. Department of the Navy. Bureau of Naval Personnel, NAVPERS 15831 (Washington: 1950), p. 31.

and miscellaneous reports, and dissemination of personnel information.

DESCRIPTION OF DUTIES

1. Supervises preparation and handling of correspondence, daily, weekly, monthly, and quarterly reports and service records.

   Reviews correspondence and service record entries for proper form and accuracy; signs service record entries denoting advancements in rating, job codes, temporary flight orders, disciplinary action, and the like; insures that all necessary personnel reports such as daily diary, daily ration memorandum, commuted ration report, and enlisted rosters are prepared and submitted in accordance with existing instructions and directives.

2. Controls distribution of identification cards, insuring that all personnel have standard cards, that new ones are made up, and that worn or mutilated cards are destroyed as required.

3. Controls granting of leave and special liberty to enlisted personnel. Insures that leave and special liberty papers are properly prepared, that personnel have accumulated sufficient leave to cover requests and that requests have been approved by appropriate division officer.

4. Establishes receipt and release procedures for personnel reporting aboard and being detached.

5. Assists commanding officer in administering disciplinary system.

   Compiles and maintains file on all reports of infractions of discipline concerning enlisted personnel, reviews for completeness mast log and service records of personnel appearing before mast; prepares court-martial precepts and specifications in prescribed form as outlined in Naval Courts and Boards. Publishes personnel restricted lists daily. Maintains up-to-date library of legal publications such as Naval Courts and Boards, Court-Martial Orders, and other directives governing naval disciplinary procedures.

6. Acquaints personnel with information concerning naval college training program, Academy preparatory school, naval aviation cadet program, and other matters of general and specific interest.

MACHINES, EQUIPMENT, TOOLS, AND MATERIALS

Refers to Bureau of Naval Personnel Manual, Personnel Accounting Instructions, Navy Regulations, Navy Department bulletins, Naval Courts and Boards, Court-Martial Orders, Travel Instructions, and squadron organization book.

QUALIFICATIONS

Rank: Lieutenant (j.g.)

Physical Demands: Minimum physical stature, manual dexterity of upper extremities, clear speaking voice, ability to hear normal conversation, and to read fine print.

Personal Characteristics: Sense of responsibility; interest in welfare of crew; administrative ability.

Knowledges and Skills: Thorough knowledge of naval regulations and of naval deck and summary courts-martial procedures.

Education and Experience

Schools and Courses: Some college education with courses in personnel administration desirable. Should be graduate of naval school of justice.

Naval Background: Moderate experience in personnel or administrative office at any naval activity either ashore or afloat.

Civilian Background: Some administrative experience as personnel officer or

office manager of any large concern.

COMPARISON OF PUBLISHED BILLET ANALYSES WITH AIR STATION REQUIREMENTS

An analysis of the three enlisted personnel officer job descriptions currently published by the Navy reveals a wide variance in technique and detail. It is true that the sample air station billet summary is essentially applicable to the average air station, but as a guidance tool in the field, the meagerness of detail makes this particular description relatively worthless. In the first place, there is insufficient information for the executive officer making officer assignments to correlate his own ideas of desirable worker characteristics in the personnel officer billet with those envisioned in the research divisions of the bureau.[17] Furthermore, the personnel officer himself is offered no clue as to the direction his efforts are expected to take. In addition, the list of duties does not include such important functions as separation processing and civil readjustment with which the air station personnel officer is usually charged.

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17. Subject to the approval of the commanding officer and in his name, the executive officer or, in some cases, the administrative officer, assigns reporting officers to specific billets.

[illegible]

[illegible]

[illegible]

NAVAL JOB PHYSICAL REQUIREMENTS

NAVPERS-2499 (NEW 2-48)

DATE

NAVAL JOB TITLE **PERSONNEL OFFICER** SCHEDULE NO.

Ascertain the applicability of each element to the particular naval job under consideration. Enter as remarks only brief and factual amplification of factor checked.

	ENVIRONMENTAL FACTORS	REMARKS
	1 INSIDE	**Office**
	2 OUTSIDE	
	3 EXCESSIVE HEAT	
	4 EXCESSIVE HUMIDITY	
	5 EXCESSIVE COLD	
	6 EXCESSIVE DAMPNESS OR CHILLING	
	7 DRY ATMOSPHERIC CONDITIONS	
	8 EXCESSIVE NOISE INTERMITTENT	
	9 CONSTANT NOISE	**Aircraft engines**
	10 DUST	
	11 ASBESTOS, SILICA, ETC.	
	12 SMOKE, FUMES OR GASES	
	13 SOLVENTS	
	14 GREASES AND OILS	
	15 RADIANT ENERGY	
	16 ELECTRICAL ENERGY	
	17 SLIPPERY OR UNEVEN WALKING SURFACES	
	18 MOVING OBJECTS OR VEHICLES	
	19 WORKING AROUND MACH. WITH MOVING PARTS	
	20 WORKING ON LADDERS AND SCAFFOLDING	
	21 HIGH PLACES	
	22 WORKING BELOW GROUND	
	23 EXPLOSIVES	
	24 VIBRATION	
	25 WORKING CLOSELY WITH OTHERS	**personnel Officer staff - interviews**
	26 WORKS ALONE	
	27 PROTRACTED OR IRREGULAR HOURS OF WORK	
	28 UNUSUAL FATIGUE FACTORS *(Specify)*	
	29 SPECIAL CLIMATE FACTORS *(Specify)*	

	FUNCTIONAL FACTORS	REMARKS
	30 HEAVY LIFTING 45-100 LBS.	
	31 MODERATE LIFTING 15-45 LBS.	
	32 LIGHT LIFTING UNDER 15 LBS.	
	33 HEAVY CARRYING 45-100 LBS.	
	34 MODERATE CARRYING 15-45 LBS.	
	35 LIGHT CARRYING UNDER 15 LBS.	
	36 WALKING	**Liaison with other officers**
	37 STANDING	
	38 CRAWLING	
	39 KNEELING	
	40 PULLING-STRAIGHT	
	41 PULLING-HAND OVER HAND	
	42 PUSHING	
	43 REACHING ABOVE SHOULDER	
	44 USE OF FINGERS	**Writing, typing**
	45 BOTH HANDS REQUIRED	**Writing, typing**
	46 REPEATED BENDING	
	47 CLIMBING, LEGS ONLY	
	48 CLIMBING, USE OF LEGS AND ARMS	
	49 BOTH LEGS REQUIRED	**Ambulatory movement**
	50 OPERATION OF CRANE, TRUCK, TUG, TRACTOR OR MOTOR VEHICLE	
	51 ABILITY FOR RAPID MENTAL AND MUSCULAR COORDINATION	
	52 ABILITY TO USE AND DESIRABILITY OF USING FIREARMS	
	53 SPECIFIC VISUAL REQUIREMENTS	**To read fine print**
	54 BOTH EYES REQUIRED	
	55 DEPTH PERCEPTION	
	56 ABILITY TO DISTINGUISH BASIC COLORS	
	57 ABILITY TO DISTINGUISH SHADES OF COLOR	
	58 HEARING REQUIREMENTS *(Specify)*	**To hear normal conversation**

ADDITIONAL COMMENTS

Clear speaking voice.

A27739



The analyses of the Naval shipyard and VP-Squadron billets, published a year later, have eliminated the weaknesses of the first study and are useful for comparison with it. The detailed description of duties outlined in the job analysis schedule for the Personnel Officer, VP Squadron, Administrative Department, is pertinent to a naval air station except that the personnel officer's responsibilities are increased by the greater number of personnel assigned to an air station. The machines, equipment, tools, and materials listed in the squadron analysis are equally applicable to an air station. The physical demands, established for the squadron, list the factors: (1) constant noise, (2) use of fingers, and (3) both hands required. In an air station, the personnel office is seldom located close enough to hangars and runways for aircraft noise to be a major factor. Typing skill is not a requirement in a large activity though writing is relatively more important. Personal characteristics, basic knowledges and skills listed for the VP Squadron analysis are suitable. However, it is believed that additional education and experience as well as increased rank are prerequisites for the air station billet. Furthermore, it has been suggested that post graduate study in Personnel Administration and Training is desirable for

such billets.[18] If such detailed descriptions as these were available to the air station executive officer, he would be in a much more favorable position in his officer assignment work and the personnel officer himself would find greater security in definite knowledge of what his job was expected to accomplish in broad, general terms.

EVALUATION OF OFFICER PERSONNEL AVAILABLE FOR ASSIGNMENT

The selection and assignment of specific officers to personnel officer billets, usually, has been left to the descretion of commanding officers who are forced to rely upon personnel ordered for general duty by the officer detailing sections of the Bureau of Naval Personnel. Among such officers are both regular Navy and Reserve Officers. In the regular Navy group there is almost as much variability in training and experience as is to be found among Reserve Officers for there are (1) Naval Academy graduates, (2) integrated officers, (3) U.S. Navy (Temporary) officers, and (4) special program officers such as women officers. The Academy graduate, generally, has had a wider technical background and more varied experiences which are extremely valuable in administrative

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18. Postgraduate and Restricted Duty Billet Study, Vol. I. op. cit., p. 103.

[illegible]

[illegible]

[illegible]

billets of all kinds. On the other hand, he, generally, has had no formal training in personnel procedures and techniques. The U.S. Navy (Temporary) officer assigned to personnel billets is usually an ex-chief yeoman or warrant officer who has had long, detailed experience in naval records and reports, correspondence, and disciplinary procedures but, normally, lacks formal education beyond high school. The integrated officers and special program officers may or may not have had wide Navy and civilian personnel and administrative experience.

Some Reserve Officers transferring to the regular Navy at the close of World War II brought with them rich civilian experience in administrative fields; others entered immediately, or shortly after, college graduation and have only limited Navy experience and education to offer. Reserve Officers who continued on active duty from World War II can be classified with integrated officers in regard to training and experience. Those who went back to civilian life and either have been recalled to active duty or anticipate such recalls are handicapped by the vast changes in administrative procedures which have occurred since the close of the war. However, some will return with enriched experiences and additional formal education received under the "G I Bill of Rights."

As has been pointed out, the officers available for assignment to a personnel officer billet, on the air station level, will either be relatively untrained and inexperienced in Navy personnel procedures and without comparable civilian training, or will be thoroughly indoctrinated in Navy techniques with no formal training or knowledge of advances in the philosophy and techniques of personnel management. The need for officers with an understanding of the fundamental theories of personnel management is being recognized at the present and, with the approval of the Bureau of Aeronautics, the Bureau of Naval Personnel has classified air station personnel officer billets as class "B" billets in so far as graduates of the Ohio State University and Stanford University personnel courses (A52 Training) are concerned.[19] Under ideal conditions, there would be a sufficient number of trained personnel to fill all such billets with A52 graduates, but in view of the limited annual output from these courses and the period of expansion which seems to be ahead, it is extremely unlikely that such conditions will exist in the foreseeable future.

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19. Personal letter from Captain Charles E. McCombs USN to Captain Lowell W. Williams USN, with enclosures, dated 21 August 1950; subject: Personnel Administration and Training billets, (sea and shore).

It is in the framework outlined and with the background of training and experience suggested that the average personnel officer must attempt to accomplish the measurable load of paper work assigned him and the more abstract, but infinitely more important, functions of personnel management. With the personnel ordered to the activity, he must attempt to adjust widely varying individual differences to equally varied billets. Though a general selection process has been operating from the recruiting activity, through the recruit training center to schools and to duty stations, there will always remain the problem of situation adjustments for various segments of the Navy population in any activity and to any activity. It is in this area that the enlisted personnel officer may have the opportunity to serve most effectively and the group which seems to need the most direction and wisest guidance is the young adult group, the bulk of the lower pay grade personnel of the Navy. In order to analyze and understand the problems presented by this group, it will be necessary to examine it as a part of American society; then, as it appears in a naval activity. Whether or not the personnel officer recognizes and copes with this group wisely will depend, to a large extent, upon his understanding the group as a part of society as well as the

Navy and upon his ability to recognize and handle symptoms of maladjustment or situations which might lead to maladjustment unless adequately met.

CHAPTER III

THE YOUNG ADULT IN SOCIETY

DEFINITION OF THE YOUNG ADULT

Who is the young adult? Is his segment of society worthy of singling out for special study? Is society wasting its resources and going into fancy educational and psychological experiments to settle problems existing only in academic minds? Such questions as these are neither new, nor apt to be settled by any world shaking discoveries in the near future. But there are partial answers and ample evidence that American youth has problems and creates problems which cannot be ignored if the United States hopes to continue to exist as a democratic country.

As to a definition of the young adult, it is difficult to find agreement among writers. He has been defined variously as the individual under twenty-one or under eighteen; as the adolescent; or as a person in a period midway between childhood and maturity. It is doubtful that an exact definition is possible for a person is considered adult by different standards and for different purposes. For example, under the laws of most states sixteen is considered the age of maturity for issue of driver's licenses, while twenty-one is the legal voting age.

In some states, as is true in Rhode Island, marriage laws establish twenty-one as the age of maturity for the issue of marriage licenses and require consent of parents or guardians for individuals of eighteen to twenty-one. Rhode Island has even gone so far as to require an investigation, by the state, of applications for marriage licenses made by persons under eighteen.[1] Therefore, in defining the term young adult, it is first necessary to determine the purpose for which it is to be used.

In this study, the young adult will be defined as the individual between the ages of seventeen and twenty-four. This selection, though arbitrary, is useful from the standpoint of available data and includes the lowest Navy recruiting age level. In addition, it extends to a limit where failure to meet normal problems of maturity generally labels the individual as an arrested adolescent or as definitely maladjusted. There has been a tendency to over-emphasize the maladjusted youth in society. While it is conceded that maladjustments do exist in this segment of society, it is not intended that maladjustment be included as a part of the definition of youth. It will be considered as indicative of problems requiring curative

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1. Rhode Island General Laws (1938), chap. 415.

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1. Wood Peter Imperial Image (1975), page 214.

measures and as pointing to possible preventive ones.

CONTROLLED OBSERVATION STUDIES

Numerous approaches to the study of youth have been made in the United States. With the rich background of European psychology as a foundation, universities, state and federal public welfare agencies, medical associations, women's clubs, et cetera, have each contributed to the growing fund of knowledge of youth and its problems. Such organizations have offered a variety of points of view and are serving as a means of educating the general public to awareness of the implications of poorly adjusted and trained youth. Such organizations and research groups, regardless of the detailed point of the individual studies being made, are agreed that the strength of a community and of a country lies in its youth.

One of the most interesting of the modern psychological studies is known as the Grant Study, undertaken at Harvard in 1938.[2] This study was conducted by men interested in that portion of the population known as normal. Particular emphasis was placed on the young adult since this was the group presenting the most opportunity for

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2. Clark W. Heath, What People Are, (Cambridge, Mass.: Harvard University Press, 1948), p. 1.

controls at Harvard. It was hoped that by studying groups of men from approximately seventeen to twenty and following the study through a number of years, some data might be accumulated which would establish a norm for behavior patterns both during young adulthood and maturity. It was believed that peace-time societies had an overabundance of frustration, disharmony, and unqualified leadership. It was also believed that to determine what was normal and how normal individuals developed would be of benefit in leadership development. Those conducting the Grant Study were aware that the Harvard sample selected as a control group was not a normal cross section of the population of the country and that any information ultimately evolved from it would be biased by the nature of the sample. Yet the study represents a start, a new point of view in the study of young adulthood and, for that reason, is significant.

The Grant Study defined normal as "the balanced, harmonious blending of functions that produce good integration. Many kinds of such integration are reflected in widely divergent types of personality and behavior. The normal individual, therefore, here is regarded as the balanced person whose combination of traits of all sorts allows him to function effectively in a variety of

ways."[3] Physiological factors have been taken into account in the Grant Study with many careful statistical tabulations of findings, but physiological aspects have been regarded simply as part of a complicated picture influenced by environment, training, and numerous other factors.

The Grant Study is of interest, first, because it is representative of modern psychologists' approach to the study of human behavior through controlled observation and experiment; and second, because it has already been able to undermine the concept that the so-called normal individual has no need for assistance. Of the first one hundred men studied at Harvard, seventy-two requested help and advice. Seventy-four parents of the group also asked help relative to their sons. These requests were submitted independently by parents and sons, neither knowing that the other had made requests. Yet this group of one hundred Harvard students had been carefully selected as normal men.[4] In view of these findings, the need for further study of normal individuals and deviations from the normal is definitely indicated.

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3. Heath, op. cit., p. 3.
4. Ibid., p. 5.

Among other studies are those fostered by The National Committee for Mental Hygiene, Inc. of 1790 Broadway, New York, New York. This committee, responsible for the publication of a wealth of human relations and mental health information, both on professional and non-professional levels, has summarized the underlying difficulties of adolescents as follows:

1. Almost all adolescents are rebelling against family requirements and prohibitions.

2. Most young persons are anxious and insecure.

3. Insecurity forces adolescents to seek reassurance from their own age group.

4. They are likely to have a strong feeling of loyalty and devotion to their group.

5. Adolescents are inclined to be snobs, members of cliques, and otherwise to descriminate and exclude some of their contemporaries.

6. All young people are eager to be approved and accepted by those a little older.

7. Adolescent boys are confused and worried about their masculine roles and are fearful of sex.[5]

If these conclusions relative to adolescent character-

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5. Frank L. Lawrence, "This Is the Adolescent," (New York: National Committee for Mental Hygiene, Inc. 1949), p. 1-4.

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8. I-6.
Inc., Institute Committee for Imagined Objects, Inc. 1984).
9. Dyson v. Insurance, "Left to the Reformers." (Dan

istics are accepted as a whole, or even in part, as reliable, there must be underlying civilization factors which serve to emphasize them to a greater extent under some conditions than others.

EFFECTS OF CIVILIZATION TYPES

For many years, the concept of cultural influences upon the transition of youth to adulthood has been an intriguing area of investigation for students in the field of adolescence. There is definite agreement among psychologists writing in the field that patterns of influence are definite and must be considered if the adolescent period of human maturation is to be understood. Paul Landis, investigating theories of cultural influences, has pointed out that life cycles have received varying degrees of emphasis in various civilizations. These shifts of emphasis have produced interesting behavior patterns among individuals within societies. In primitive societies, where physical existence was difficult to maintain, a child was allowed to assume responsibility as rapidly as his physical strength permitted. Great ceremonies marked his coming of age in many North American Indian tribes and in other primitive cultures. The young boy was made to feel that he was a part of adult society and was needed by it. Such early participation in adult life seems to have

eliminated many of the difficult aspects of maturation felt by youth in contemporary American society.

As a matter of fact, while the United States was an agricultural nation, it did not seem greatly disturbed by the so-called adolescent problem. As the country was being settled there was need for every able-bodied individual. Childhood was, of necessity, cut short by the exigencies of daily living. Adult responsibility appears to have been assumed with a minimum of discomfort to all concerned.

At the end of the agricultural era, however, the needs of youth began to demand attention. The transition from the agricultural to an industrial civilization was a major shift in cultures and resulting shocks were to be expected in the period of adjustment. Those caught in the midst of the transition have been called marginal creatures marked by two civilizations. In this concept of the marginal man, bridging two cultures, Landis has placed adolescent youth:

> Each individual in this position experiences a certain amount of culture shock which may result in the complete disorganization of his personality even to the extent of insanity or to the breakdown of his moral codes and system of social self-control leading to moral delinquency, or it may on the other hand lead gradually to a new integration of the person in which both cultures have a part, usually the new coming to play the predominant role in determining behavior patterns.... In a certain sense

> almost every adolescent and youth some time between the ages of twelve and twenty-five goes through a longer or shorter period in which he is to a limited degree a marginal man.[6]

Urbanization of population and growing emphasis upon secondary education brought youth and its problems into the foreground in the 1930's. Economic conditions added emphasis. Industry found a ready supply of experienced workers. Consequently, young entrants into the labor market found closed doors. As a rural nation the United States had suffered economic upsets before, but in a predominantly rural civilization work is available even though money may be scarce. In the industrialized, urban culture of the 1930's, an inexperienced youth faced a hostile industrial world and had no agricultural family unit on which to depend and to which he might contribute through labor. The government's answer was the Civilian Conservation Corps, the National Youth Administration, and employment in various public works projects.

World War II shifted the emphasis of the immediate problem of employment, but brought with it many more problems relative to youth. These new problems of World War II and those of the so-called peace are far from solution as far as the young adult is concerned. They are particu-

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6. Paul H. Landis, Adolescence and Youth, (New York and London: McGraw-Hill, 1947), p. 121.

as far as the Party shall be concerned. They are particu-

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6. Paul T. Cadle, _Collective and Party_, (New York and London: Harper-Bros., 1949), p. 103.

larly evident in the fields of family and social relationships, education, industry, law enforcement, and military service. In each of these areas, the general characteristics previously ascribed to adolescence - (1) insecurity, (2) group affinity, (3) search for status, and (4) physical and mental maturation - are evident in varying degrees and influence individual adjustment or maladjustment to adult society.[7] Problems arising in these areas must be viewed in the light of these characteristics for many youths between seventeen and twenty-four are in the late stages of adolescence. In addition, serious problems are more likely to center in the individual who, in these years, has not attained a status of maturity. Furthermore, the complexity of present day civilization with its wide spread controversies and doubts has introduced additional elements of insecurity with which the young adult must cope and which increase the difficulty of individual adjustments.

AREAS HIGHLIGHTING THE YOUNG ADULT PROBLEM

In the American culture, the home is the first social organization with which the child becomes familiar. As he

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7. John E. Horrocks, The Psychology of Adolescence, (New York: Houghton Mifflin, 1951), pp. 11-24.

likely evidence in the study of theological-social relationships, education, liberty, the reformation, and military service. To most of these areas, the radical conservative position previously ascribed to philosophy - (1) theocracy, (2) church authority, (3) censor for states, and (4) dogmatic and social conservatism - is entirely de-grade and inferior intellectual adjustment or maladjustment to adult society.[9] Problems relative to these areas to viewed in the light of these characteristics for many Jewish Reform ministers and teachers are in the late stages of adolescence. In addition, certain problems are more likely to confuse in the individual who, in these years, has not attained a state of maturity. Particularly, the complexity of issues by attributing with the wide spread misinterpretation and misuse has intimated adult moral elements to normally rich ideas that some may think increase the difficulty of individual adjustments.

[illegible] Disorganization and Adjustment Problems

In the American culture, the home is the first social organization upon which the child becomes familiar. As he

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9. Adam S. Eastman, The Psychology of Adolescence, (New York: Houghton Mifflin, 1928), pp. 134-42.

matures, he assumes status in that organization and a sense of security results where family relationships are sound. Eventually, these relationships become burdensome as the child approaches maturity and reaches out for independence. It is this search for status in adult society which is frequently the focal point of youth problems in the home. Parents often do not understand the difficulties youths are encountering and do not assist them in playing adult roles and attaining a state of emancipation from childish restraints.[8] The average youth "muddles through" and eventually finds himself in spite of the obstacles thrown in his path. But, for some, adjustment does not come and overt, deviate behavior patterns result. It is this type of individual who runs away from home. Unable to attain status in the environment with which he is familiar, he believes his salvation lies in areas far removed from those to which he is accustomed. Scarcely a day passes that the daily paper does not carry an item relative to the "run-away adolescent."

Along with the home, the educational system is a focal point of youth problems. Where the school is giving youth a diversity of experiences which will eventually reduce insecurities and assist in the attainment of adult

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8. Horrocks, op. cit., pp. 31-77.

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6. Peterson, op. cit., pp. 41-42.

status with successful vocational selection and social adjustment, problems relative to youth are lessened. Thus the success of any educational program can be measured, in part, by the degree to which it helps youth achieve worthy desires and solve its problems acceptably.

One of the most pressing problems in the young adult group is that of vocational selection upon which ultimately his social and economic security tend to depend. Many young people have unrealistic views of the working world and their places in it.

Their vocational choices seem to be based on occupations which are highly paid, socially approved, unusual and romantic, or much publicized and remote from their own experience. They seem little concerned about their own qualifications for the work or with the opportunity for social service.[9] While this generalization is not applicable to each individual youth entering the labor force, it is sufficiently true to pose a problem of sorting out the "round pegs" and preventing their placement in "square holes." Mature individuals with vocational choices well established may, and often do, present adjustment problems, but industry is less able to influence

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9. James H. Bedford, Youth and the Worlds Work. (Los Angeles: Society for Occupational Research, 1935), p. 55.

N. James D. Hodges, Could God Die (Philadelphia, 1966), p. 80.

the adult with a well established behavior pattern than youth at the point when vocational choices are first being made. Therefore, it would seem wise to assist youth in making good vocational selections. There is ample time to advise and educate the individual well:

> At age twenty the rate (death) for white males is 2.69; ...The obvious social implication of this fact from the standpoint of the school system is that we could spend even as much as thirty years educating the individual and yet look forward to his having sufficient time to make a contribution to society in return for the long period of relative dependence during which he has been trained to perform some specialized function in a complex social order.[10]

It is noted, however, that Landis' logic is based on the premise of a peaceful society. A period of even partial mobilization places a premium on the time alloted to youth. In addition, Landis has not taken into consideration the implications of a further extension of the period of dependence which already has had far reaching effects on youth in the industrial civilization of America. The value of extended education is recognized, but with it, society would be forced to solve the problem of allowing youth to assume an adult role during this period of extended economic dependence. Otherwise, adjustments and maturity are likely to be retarded.

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10. Landis, op. cit., p. 58.

mentality are likely to be stable."

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12. Weiss, op. cit., p. 69.

In making his vocational choice and joining the labor force the young adult brings with him the same characteristics which have been focal points of problems in the home and school. Thus industry must face the fact that uncertainty, impulsiveness, irresponsibility and ill-considered curiosity, typical of younger workers, inject a placement problem relative to young adults. Because of these characteristics the Children's Bureau has listed occupations which it prohibits to minors under eighteen. These industries include transportation, industries using dangerous explosives or highly inflammable substances and other so-called dangerous industries. The consensus resulting from a study of the explosive industry indicated a need for "steady, mature, and responsible employees in a working environment entailing many hazards and requiring strict observance of many rules of safe practice for the protection of life and property."[11] This conclusion is equally applicable to parts of the steel industry, mining industries, aircraft industries and many others. The young worker, eager for status in the adult world of work, is resentful of such barriers which he considers completely unjustified and an extension of home and school

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11. Occupational Hazards to Young Workers. U.S. Children's Bureau Publication no. 273. (Washington: 1942), p. 10.

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12. Communist Manifesto in Three Centuries, p. 9. (Martin's Press, 1961).
p. 10.

restraints from which he has sought emancipation. Industry can not ignore these attitudes and reactions of its young workers.

However, the extent to which industry caters to the young adult segment of the population is largely dependent upon economic conditions and the relative proportion of the labor force represented by it. The 1940 Census indicated that there were approximately seventeen million young people between fourteen and twenty years old.[12] By 1945, it was estimated by the Children's Bureau that this group had declined to approximately sixteen million.[13] If the results of the 1950 census confirm this trend, there may be an appreciable effect upon the supply of labor until such time as the large number of World War II "war babies" reaches the labor market. This fact, coupled with the military demands for youth, makes the effective industrial use of young labor increasingly important. "As civilization progresses, vocational adjustment becomes more and more a social problem and less and less an individual problem."[14]

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12. 16th Census of the United States: 1940. (Population). U.S. Department of Commerce. Bureau of the Census. (Washington: 1943) p. 8.

13. Education and Employment Opportunity for Youth. U.S. Children's Bureau Publication no. 319. (Washington: 1946), p. 3.

14. Bedford, op. cit., p. 133.

From the standpoint of law enforcement, the young adult segment of society has often assumed attention out of all proportion to its relative share in the total population. A study made of one and one half million major crimes committed in this country in 1935 revealed that the average age of the criminals involved in these crimes was nineteen, and ninety percent had a history of juvenile delinquency.[15] In crimes against property, which comprise the majority of serious crimes in the United States, the rates are very unfavorable to the youth group. "Within the sixteen to twenty year group, the rates involving serious crimes tend to rise with increasing age. The eighteen to twenty year olds are apparently more criminal than the sixteen to seventeen year olds."[16] Sellin does not believe that any statistics prove that the absolute numbers of offenders in the youth groups are overwhelming, but he does believe that the types of crimes in which youth is likely to become involved lead to recidivism. Relative to recidivism Sellin has reached the following conclusions:

Since
1. The likelihood of a person's becoming a

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15. Bedford, op. cit., p. 3.
16. Thorsten Sellin, The Criminality of Youth, (Philadelphia: International Printing Co., 1940), p. 67.

second offender is many times greater than that of his becoming a first offender;

2. The probability of a person's committing a subsequent crime increases with each new conviction;

3. Juvenile delinquents in considerable number commit new offenses during the youth period;

4. Youths dominate in serious offenses against property - in turn the vast majority of all serious crimes - that appear to be more habit-forming than other forms of criminal conduct;

5. The proportion of first offenders is extraordinarily high in the youth group compared with later age groups;

6. The expectancy of life is greater for the youth group than for later age groups;

There is every reason to assume that a person who begins his delinquency in youth or who continues his career as a juvenile delinquent into the youth period, is much more exposed to the hazard of recidivism than are those who begin their criminal careers later in life. If this conclusion is sound, adequate treatment measures for the youth group are needed, and if they can be made successful the offense rates of later age groups should in the course of time show considerable declines.[17]

If the daily news is any indication, there is little reason to believe that the 1950 census studies, when published, will show any appreciable reduction in crime statistics for this segment of society.

Numerous theories have been advanced relative to the

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17. Sellin, op. cit., p. 116.

[illegible]

[illegible]

[illegible]

causes of moral failures of youth. Some of these are:

1. Disorganized cultures with ill-defined social controls

2. Individuals forced to choose between groups of different standards

3. Insufficient social controls to regulate personal appetites and to lead to compliance with social objectives.[18]

The importance of item three has become increasingly apparent to persons engaged in the legal and sociological aspect of delinquency. The result of their interest was Public Law 865 passed in September, 1950 just prior to the adjournment of the 81st Congress, the purpose of which was to provide a system for the treatment and rehabilitation of young offenders and to improve the administration of criminal justice.[19] Though it provided for very liberal powers for federal judges handling cases of young people up to and including twenty-one years, many jurists had wanted the age limit set as high as twenty-four. Under this law a judge has the option of:

1. Sentencing

2. Placing on probation

3. Requesting pre-sentence clinical analysis with

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18. Landis, op. cit., p. 199.
19. Public Law No. 865, 81st Cong., 2d sess. (Sept. 27, 1950) Section 4201 of Title 18 of US Code Amended.

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17. Morris, _op. cit._, p. 149.

18. _Tablo (ex Dr. Doo, Dipt Doo)_, 84 exam. (Dept. 1990) Position #606 at Life 16 pl De Tode Inserted.

> expert advice as to possible treatment of the causes of the criminal act.[20]

Although jurists are not bound by the recommendations of the Youth Correction Division established under the act, they welcome such assistance as is evidenced by the reaction of Chief Judge Bolitha J. Laws of the District of Columbia Federal Court endorsing the new law on October 5, 1950:

> On Friday of this week, I have seventeen sentences to impose. Many of them have pleaded guilty before me. I have spent no time with them. I have seen some for thirty seconds, perhaps.
>
> I have to pass upon a matter that affects their entire careers using a short report of a probation officer obtained within a week, which is totally incomplete and totally inadequate.[21]

To the military service the young adult is a vital element. Many of the tasks required by a military organization demand youthful endurance and adaptability. Many others necessitate long periods of training for which it is not economical to educate older men. Many are tasks where sheer numbers with a minimum of training is sufficient. In addition, there is a definite prejudice against the military agencies using married men with children except as volunteers and in periods of extreme emergency.

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20. Public Law No. 865, op. cit.
21. Kelley, G. Milton, "Wayward Youngsters to Get New Treatment in Federal Courts," Columbus (Ohio) Dispatch, Nov. 12, 1950, F-17.

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30. Hartin-Lee, 241, op. cit.

31. Hartin, 19, Hartin, Columbia Journalism Review, Mar. 12, 1980, 5-12.

Therefore, the military organizations of this country have sought to draw as heavily upon the youthful segment of the population as possible. In so doing, the same problems with which society as a whole is faced are carried over into the military service.

NAVY INTERESTS IN YOUTH

Like the other military organizations, the Navy has traditionally appealed to youth. Gay recruiting posters for years have boasted "Join the Navy and See the World." Smiling sailors with jauntily placed "white hats" urged youth to take advantage of opportunities for travel and education. And from the early days of the American Navy, youth has responded. In those early days, apprentice boys of fourteen were allowed to sail with the fleet and to learn the Navy's ways through on-the-job training.[22] As a matter of fact, the statutory age for enlistment in the regular Navy is still fourteen years but, for administrative purposes, the lowest recruiting limit has been placed at seventeen.[23]

The proportion of young enlisted men relative to

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22. Historical data relative to minimum age requirements for recruits are included in Appendix A.

23. Bureau of Naval Personnel Manual, (Washington: 1948), Article C-1401(3)-(4).

the entire strength of the Navy varies somewhat with economic and political conditions, as does the Navy's opportunity to be selective. After the demobilization period following the close of World War II, the labor market was flooded with returning veterans. Their age and experience made them desirable entrants into the labor force. Consequently, the younger portions of the population found it increasingly difficult to find employment. Many of these youngsters sought out the Navy as a means of livelihood. The Navy made a distinct effort to induce high school graduates from the upper brackets of high school classes to enlist. Promises for training of the recruit's choice were given under the High-School-Recruit Program. In addition to this program was the U. S. Navy Enlisted Volunteer Program which allowed a boy of eighteen to fulfill his military obligations by voluntary service of one year. As a result of these factors, one large naval air station in 1948 had more than fifty percent of its personnel in the age groups under twenty-one. Though this high percentage has leveled off, on 30 June 1950 approximately 27% of the male enlisted strength of the Navy was under twenty-one and another 34% fell in the group

between twenty-one and twenty-four.[24] Thus the Navy has a large enough percentage of the young adult groups to warrant careful study as to their influence upon both the morale and efficiency of the whole organization, and, as in other military organizations, the Navy's youth problem closely parallels the problems found throughout society.

In the first place, the Navy is interested in education. The average young adult arrives with little or no technical training of value to the Navy. If he is to prove himself of use to the fleet, its air arms, or shore establishments, the recruit must be trained either on-the-job or in a service school of some type, for the basic recruit training period serves merely as an introduction to Navy life and customs. His training cannot halt with the learning of one job, for he must be able to fill jobs of many types on board ship - jobs increasingly difficult as he gains age and experience. The Navy then, as society, must plan continuing training programs to meet the technical and adjustment requirements of its recruits.

As in industry, the Navy with its variety of jobs has placement problems - fitting the "square pegs" in the

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24. Military Personnel Statistics, Navy and Marine Corps, Table XXI of 30 June 1950, Bureau of Naval Personnel, (Washington: 1950). p. 22.

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94. Gilfrank Enterprises (1961). p. 89.

"square holes" is a big business. Many jobs in the Navy involve work of a highly dangerous nature; for example, the handling and stowage of explosives. The same characteristics of youth cited earlier as problems to industry are also Navy problems. The fact that these characteristics result in serious losses is borne out by Bureau of Medicine and Surgery studies of physical injuries received in automobile accidents.[25] Other types of accidents are also high in this group. An example of the irresponsibility of youth is illustrated by an accident occurring at the activity to which the writer was assigned. On this occasion, three youngsters - all less than nineteen - found highly exciting entertainment in jumping through the hangar doors as the doors were released. The point was to see how close the door could come before the participant was hit. One of the boys misjudged his time and was crushed to death. Any mature individual would have found this exciting sport a little too dangerous for comfort. Yet this is the spirit of adventure carried on board ships, into airplane factories, and into airplanes themselves - areas where more than one's own life may be at stake.

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25. Statistics included in Appendix B.

Though the Navy is able to weed out undesirable persons and those demonstrating inaptitude for service by what is known as administrative discharge, many who are very young are found in the imprisoned population of the Navy. Table I indicates the average ages of the prison population of the Navy from 30 June 1948 to 30 June 1950.

TABLE I

Statistical Information Relative to Navy General Court-Martial Prisoners.*

Date	Average Age		Average School Level Claimed
	Years	Months	
30 June 1948	22	7	8.60
31 Dec 1948	23	2	8.97
30 June 1949	22	10	9.05
31 Dec 1949	22	5	9.20
30 June 1950	23	5	9.20

*Information from Navy Department General Court-Martial Prisoner Statistical Reports of following dates: 30 June 1948, 31 Dec. 1948, 30 June 1949, 31 Dec 1949, 30 June 1950.

These figures are for General Court Martial prisoners only and do not take into account those young adults sentenced by Summary Courts Martial and Deck Courts. Since Summary Courts Martial are authorized to award Bad Conduct Discharges, many young offenders are released from the Navy before offenses which would result in General Courts Martial are committed. Therefore, it is evident that law enforcement relative to the young adult is of concern to

the Navy as well as to society.

In separating the young enlisted man from his home environment, the Navy may be assisting in his emancipation from childish restraints. If maturity results, it is desirable, but the transition period where the Navy environment is a substitute for the home environment includes the difficulties found in the maturing process normally completed in the home and school. In accepting young men of relative immaturity, the Navy must expect problems of adolescence and be prepared to meet them as intelligently as possible. Such characteristics are not shed with civilian clothes and the advent of a uniform. The Navy and civilian society are facing like problems and, in a world where man power is at a premium, effective utilization of youth is required in all areas. The policies which the Navy establishes relative to the administration of its personnel are decided at high levels of command. The operating personnel officer who has the daily contacts with the enlisted man must operate within the framework of these policies. In so doing, he is faced with an infinite number of administrative problems. In solving them, the operating personnel officer is seldom able to alter any part of the policy of the Navy as a whole. Yet, if the Navy and, as a result, society are to be served, each

personnel officer must contribute his share by reducing administrative problems to the most practicable minimum in order that time may be made available for constructive effort in the use of human resources.

CHAPTER IV

ORIENTATION, JOB PLACEMENT and ADJUSTMENT

TYPES OF YOUNG ADULTS RECEIVED

The Navy enlists men primarily for the work and services which can be rendered by them. "Everything else, all other relationships including the feeding, housing, 'welfaring', counseling, etc. relationships are subsidiary to the employer-employee relationship."[1] The personnel officer must recognize this fundamental philosophy in all his personnel functions, but in order to attain maximum effectiveness from personnel other equally fundamental principles must be applied. In the first place, the personnel officer must understand the types of people made available to his activity. He must be able to recognize geographic, economic, social, age, and experience differences which vitally affect individual adjustment to any work environment.

> A carefully selected employee assigned to an appropriate task may reasonably be expected to perform to the satisfaction of his employer and himself. The quantity and quality of his production should meet, if not exceed, established standards. He should be personally satisfied and loyal to

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1. Why Men Leave The Navy, Enlisted Personnel Research Reports No. 2, U.S. Department of the Navy, Bureau of Naval Personnel (Washington: 1949), p. 42.

Chapter IV

Obligation, the Individual and Civilization

(Time of Trial - Liberty)

The Duty Motive was intensified for the study and practice [illegible] is involved by them. "Every citizen who, [illegible] knowingly, [illegible]. relationship was [illegible] to the [illegible]."[1] The [illegible] citizen must recognize [illegible] obligation in all the [illegible] [illegible], but it [illegible] [illegible] [illegible]

his employer.[2]

The air station personnel officer can normally expect to receive personnel in the young adult group who may be classified under four general headings:

(1) Recruits

(2) "A" school graduates[3]

(3) Men rotated from sea duty

(4) Reenlistees

Inasmuch as there are insufficient sea duty billets for all personnel completing recruit training and "A" school training, a percentage necessarily must be allocated to shore activities. Many experienced naval officers have expressed the desirability of assigning all recruit graduates to sea duty prior to tours of shore duty or further training. However desirable such assignments might be, experience seems to indicate that there will continue to be a portion of enlisted men received on most shore stations directly from recruit training centers and "A" schools.

The activity personnel officer in examining data

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2. Frances B. Drake and Charles A. Drake, A Human Relations Casebook for Executives and Supervisors (New York: McGraw-Hill, 1947), p. 43.

3. "A" schools offer elementary technical training needed by third class petty officers in various specialties. The period of training varies from six to twenty weeks.

[illegible]

relative to recruits will discover several pertinent facts. In the first place, the age of recruits is that of late adolescence. The following age table indicates that less than 2 percent are twenty-one and over:

Data on Ages of Recruits[4]

Percentage	Age
73	17
22	18
3	19
.6	20
1.4	21 and over

The shore activity's share of "A" school graduates who have had no service between recruit training and "A" school training which averages sixteen weeks[5] also fall into the age bracket listed in the table. As for education, data on 30,714 recruits over the period December, 1946 to February, 1948, showed the mean level of 9.76 school years completed with 22.7 percent high school graduates.[6] While the quality of incoming enlisted men varies from year to year and even from month to month, as it is influenced by economic and political factors, at no time has the American concept of high school completion been realized by a

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4. Personnel Administration, U.S. Department of the Navy, Bureau of Naval Personnel, NAVPERS 10848, (Washington: 1949), p. 9.

5. Dewey B. Stuit, Personnel Research and Test Development in the Bureau of Naval Personnel (Princeton: Princeton University Press, 1947), p. 44.

6. Personnel Administration, NAVPERS 10848, op. cit., p. 9.

large percentage of the recruit population of the Navy. On the other hand, the minimum score required on the Applicant's Qualification Test is such as to exclude 31 percent of the population of the country.[7]

The recruits received over a period of months in the average air activity will be representative of every section of the country. Though from time to time efforts have been made to order recruits from training centers closest to ultimate duty stations in the interest of economy, the personnel ordered from the aviation "A" schools tend to off-set geographic factors relative to air station personnel. Aviation "A" and AN(P) Schools are located in Memphis, Tennessee and Jacksonville, Florida. Personnel ordered from these schools are ordered without consideration of home addresses.[8] Since a high percentage of pay grade E6 and E5 personnel on an air station are AA's and AN's the weight of any geographic factor of personnel ordered from recruit training activities near the home address is offset.[9] Survey statistics have shown that 30.9

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7. Personnel Administration, NAVPERS 10848, op. cit. p. 8.

8. AN(P) Schools are Aviation Fundamentals Schools offering eight weeks training prior to technical "A" school assignment.

9. There are seven enlisted pay grades in the Navy. A recruit is in pay grade E1. An Airman Apprentice (AA), Seaman Apprentice (SA), and Fireman Apprentice (FA) are in pay grade E6. Airman (AN), Seaman (SN), and Fireman (FN) are in E5.

percent of the recruits originally enlist from rural areas (farms or villages of less than 2,500); 32.1 percent from towns of 2,500 to 25,000; 37.0 percent from cities over 25,000.[10] Social differences are, therefore, a normal result of this varied geographic origin. These differences are largely in education, attitudes, social behavior patterns, and psychological adjustment. As was pointed out, no massing of personnel from one locale into one air activity is apparent at present.

The raw recruit reporting to his first duty station is likely to be less sure of himself and more in need of guidance than his "A" school graduate counter-part whose few additional weeks may have produced some degree of confidence and "know-how." In contrast with both these groups of young enlisted men are the reenlistee and the man rotated from sea duty to shore duty. The four groups may be of equivalent age, educational background, socio-economic origin, but the entrance of the experience factor is of great importance and must be recognized and evaluated by the officer making the billet assignments.

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10. Personnel Administration, NAVPERS 10848, op. cit., p. 10.

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10. Personnel Administration, Jones, op. cit., p. 10.

ORIENTATION AND PLACEMENT TOOLS

What are the tools available to the personnel officer in sorting these individuals and assisting them in orienting themselves to their current environment? The most obvious tools are the personnel officer's own staff. Particular emphasis on thorough "check-in" procedures conducted under efficient, orderly conditions will be necessary if incoming personnel are to be billeted and assigned with a minimum of lost time and inconvenience. The personnel office staff which is well indoctrinated and alerted to the importance of orientation and placement functions can often be of significant assistance in sorting out particular skills, motivating trends, and potential adjustment problems. The degree of thoroughness of "check-in" procedures is dependent upon continuous training of the staff personnel handling the original forms and the station divisions to which the man is required to report. For example, an activity may require all new receipts to report to such offices as the chaplain's, the library, insurance, the Educational Services Center, the Navy Exchange, the hobby shop. Actual location of these various activities serves to acquaint the man with the geographic lay-out of the station but a skillful, rather than a perfunctory, reception of the new receipt in each of these divisions will

do much more than give him a physical picture of the activity. It will serve as a means of giving him that very important feeling of "belonging." This is especially significant to the young enlisted man whose air of assurance and bravado is more protective armor than real.

The next tool available to the personnel officer is the enlisted service record itself. This record will give a concise picture of the "receipt's" age, previous experience, education, general interest patterns, and classification test battery scores. These tests, given early in the indoctrination period, are essentially aptitude tests and currently include:

(1) General Classification Test

(2) Arithmetic Test

(3) Mechanical Test

(4) Clerical Aptitude Test

In the testing and classification process, an attempt is made to determine and record, on standard forms, the aptitude, skills, and abilities which would indicate the type of naval duty for which each recruit is best fitted. With this information in hand, plus whatever additional notes which may have been prepared by the enlisted staff, and a list of billets available and likely to be available, the personnel officer is ready to use one of his most valuable tools -

the interview.

The requirements for a good interview as defined in industrial personnel apply in the military personnel situation. The fact that the industrial personnel officer may "select out" does not hold in the military situation at this stage. However, clues which the interviewee reveals may serve not only to promote better job placement but may be factors in the "selecting out" which does operate later through administrative discharge for personnel who, for various reasons, do not make satisfactory adjustments to navy routines.

At this point the personnel officer first encounters administrative problems relative to job placement peculiar to the young adult group. It is of primary importance to the individual and the Navy that first work experience be productive and satisfying to the individual. However, many of these young people lack an understanding of their own abilities and interests and have little knowledge of the work in which they are most likely to find personal satisfactions. Their interests tend to shift and to be influenced by superficial and inconsequential factors. Paul Landis has reported the result of a study of annual "turn over" of an organization hiring young people as four hundred percent for employees sixteen to twenty compared

with forty percent for employees above that age.[11] The youth received in the Navy do not shed their characteristics as they do their civilian clothing. Though they can neither refuse an assignment nor "quit" the Navy as an employer as they might in civilian jobs, the same forces causing them to want to shift in civilian jobs may be present in military assignments with the additional factor of adjustment to a military sub-culture further complicating the picture. As far as possible, the personnel officer must anticipate typical reactions to assignments and guide the recruit to an understanding of his opportunities in an assignment, his responsibilities and his obligations. Case histories from the experience of the writer will serve to highlight specific types of "billet" problems. Billet assignment problems are not limited to the young adult group but are more numerous in that area.

CASE HISTORIES OF PLACEMENT PROBLEMS

One of the common problems is the individual who is influenced by and wants to remain with a particular group at all costs, probably as a result of a gregarious protective armor tendency of which the individual may be totally

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11. Paul H. Landis, Adolescence and Youth (New York: McGraw-Hill, 1947), p. 351.

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11. Paul H. Nagel, Lincolnshire and Lords (New York: Norton-Hill, 1947), p. 200.

unaware. Case A is a typical example of group influence especially strong among adolescents.[12]

CASE A

A reported with a relatively small draft of recruits and was interviewed by the personnel officer toward the end of the group. During the course of the interview, he indicated an intense desire to strike for Photographer's Mate. Careful check revealed no hobby interest in that field and a rather complete ignorance of what was involved in it. It was also discovered that A had been told in his recruit classification interview that his test scores, educational background, and civilian interests, pointed toward the possibility of some branch of storekeeping. A was reluctant to see any logic in this direction and persisted in his plea for the "Photo Lab." Finally, it was learned that one of the earlier interviewees had been tentatively assigned to the "Lab" and that the two boys were from the same town. They were convinced that if different assignments were made they would "live so far apart and have such different hours that neither would be able to see the other." A himself finally admitted no real interest

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12. Edward B. Greene, Measurements of Human Behavior, (New York: Odyssey Press, 1941), p. 513.

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12. Samuel P. Hayes, Conservation of Human Resources, (New York: Cambridge Press, 1961), p. 219.

in photography as such.

In this particular case, A was assigned to the Supply Department on the understanding that at the end of two months he might request an interview with the personnel officer via his division officer if he did not find, in the Supply Department, opportunity for learning and for interesting work. The assignment was followed by a personal call to the department personnel officer who was apprised of the facts of the case in so far as they appeared to the personnel officer - an adolescent youngster of average ability, afraid of new groups and situations. The department personnel officer followed through with close counseling and guidance and a satisfactory adjustment was eventually made.

Other billeting problems do not lend themselves to such ready and simple solution. Case B was a "Job Shopper" case which proved time-consuming and baffling to division and personnel officers alike. None of the simple personnel tools available to them seemed to answer the purpose.

CASE B

The examination of B's service record prior to billet assignment indicated the following:

Age - 18
Education - 12 grades

Navy Battery Test Scores:
General Classification Test - 60
Clerical Aptitude - 50
Mechanical Aptitude - 50
Previous experience - None
Interests - Football, baseball, basketball
Length of enlistment - 2 years

When B was interviewed by the personnel officer, he appeared much older than his record indicated, probably as a result of his height and build. In that part of the interview in which an attempt was made to locate possible work-interest trends, B immediately requested assignment to an office billet, if possible in the military personnel office. Since B had had no typing at all and his test scores indicated possible aptitude in a clerical field, the billet of messenger was discussed and, along with it, the beginners' typing classes for which he would be eligible within a short time. Such an assignment seemed highly satisfactory to B who proceeded to complete his check-in procedure.

The first few days B appeared to be interested in his work and to be making a reasonable effort to assimilate details of filing which was a part time element of his job. He put in his formal request for assignment to the typing class which met during working hours and was approved for the next class, convening in a few weeks. The first request was followed shortly by one "to try out" for the

station basket ball team. At this time, he was informed that his request for typing class had been approved and that a request for participation in intra-mural sports would be approved but no varsity sport requiring absence from his duty station to the extent represented by participation in such a sport. This, his first receipt of negative action upon a request, was met with sulkiness and ill will toward his chief, whom he knew had concurred in the personnel officer's decision, and his co-workers whom, he said, were receiving privileges denied to him.

After a reasonable period was allowed for him to regain his poise and "to cool off", his chief had a private conference to try to get at the real root of the behavior. This attempt met with such insolence that the chief reported the incident to the personnel officer who immediately called the lad in for interview. At the close of the interview which had included an attempt to explain the responsibilities required of him in his present billet, B seemed cooperative and cheerful. He reported to his first typing classes and for a couple of weeks exhibited such exceptional aptitude that the instructor singled him out for special comment in the bi-weekly training report to the personnel officer. This praise was duly passed on to B through his chief.

In the meantime, reports from the senior petty officer in the barracks indicated that B was shirking his share of cleaning details and that the other seamen in the group were "carrying him" to salvage the reputation of the group at inspection. The chief attempted to combat this new difficulty by reorganizing certain barracks details and placing direct responsibility upon B. Other members of the group were warned to accept no part of his duties and were told that the chief would assume responsibility if the group was found wanting as a result of B's negligence. This procedure ultimately ended in a "Captain's Mast" after the chief had sent B back to the barracks several mornings in a row to comply with orders.[13] Inasmuch as this was a first, formally reported offense, B was "warned" by the commanding officer and given a second chance to maintain a clear record.

In the meanwhile, the typing instructor reported a rapid decrease in interest and effort in typing. B then made the statement that he really didn't like office work and typing and wanted to be transferred to the "boat house" where he might work out of doors and learn to be a coxswain.

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13. "Captain's Mast" or Commanding Officer's Mast is the basic step in Navy discipline. The commanding officer is authorized by Navy Regulations to award directly punishment for minor offenses and Deck Courts and Summary Courts Martial for more serious ones. He may also recommend to his senior trial by General Court Martial.

Since several months effort had failed to produce any promising results toward making a yeoman of B and since the messenger billet could be conveniently filled, B was transferred to the "surface division' whose officer was considered one of the strongest on the station. By this time, it was winter and one of the older enlisted men was overheard remarking that B would be "crying" to be retransferred to the personnel office within the month. In less than a month B requested an interview with the personnel officer. He then stated that he really didn't like small boats after all and would like to be returned to his old job. This request met with negative responses both from his division officer and the personnel officer who explained that three weeks was hardly sufficient time to arrive at such a decision. He was further advised that the surface division was in need of clerical assistance and that, if he really wanted to be a yeoman, his best avenue now was re-enrollment in the typing class and an ultimate chance at that job.

The next episode to reach the personnel officer was reported by the Naval Air Transport Service Officer to whom B had been ordered in a temporary working detail, loading cargo. This officer urgently requested an inter-departmental transfer for B whom he believed to be eager, apt and

physically built for the work required. The surface division officer, believing that he had gained little ground, was willing to give this move a try. Subsequently the transfer was effected. This burst of energy and enthusiasm soon fizzled out and was replaced by a burning desire to "strike" in Aerology. Unfortunately, a notice had been published for pay grade E 2 personnel who had minimum typing qualifications and an interest in Aerology to request an interview with the Aerology officer for possible selection as strikers. Of course, B applied. In view of his apparent enthusiasm and test scores, the Aerology officer was willing to accept him though all the divisions to which he had been assigned previously and the personnel officer recommended that no further consideration be given to his special billet requests. The executive officer resolved the situation by approving the transfer.

With the exception of minor reports for uniform and barracks violations, no further information relative to B reached the personnel officer until late summer. At that time, the football coach (a civilian employee) and the officer-in-charge of the team called upon the personnel officer and requested a transfer for B from Aerology to a job where round-the-clock watches were not required in order that he might be the "leading light" of the football team. The

personnel officer met this request with little enthusiasm, especially since it had been reported that B had made the statement to several people that he had come into the Navy to play football and that he would not work anywhere. He further indicated that he knew all the tricks for keeping out of work. In view of the case history, the personnel officer refused to approve the reassignment but suggested a conference with the executive officer if the coaches felt strongly enough to think this necessary. Such a conference was arranged, the facts summarized for the executive officer, and a request for decision made. After an interview with the boy, who had long since proved himself a past master at salesmanship, the order was given for the transfer. In less than a month, he was dubbed "yellow" by the team who urgently requested his removal from the team and return to "watch standing."

To complete the cycle of his tour, B married a local girl during his second year of duty and received orders to sea. In subsequent confidential investigations, resulting from political influence used to try to have his sea duty orders cancelled on the grounds of hardship, the wife was classified by her own doctor as extremely neurotic and spoiled but with no physical disabilities, other than normal conditions of pregnancy. None the less, as a result of

this political influence, B filed a request to the Chief of Naval Personnel for return to shore duty. In view of the statement of the wife's doctor it is doubtful that a transfer would have been approved regardless of the influences exerted. The boy was informed that he might request discharge if he so desired. Such a request was not filed prior to his transfer to sea duty.

The administrative problem in Case C took a different slant since it involved acceptance of a racial minority.

CASE C

C was an eighteen year old negro recruit. He reported to the activity as a seaman at a time when a large percentage of the negroes assigned were in the stewards' branch. His classification tests indicated above average scores in the General Classification Test and the Clerical Aptitude Test. He also was able to type 20 words per minute. When interviewed, he appeared poised, ambitious, and good natured, with a strong motivation toward the clerical field.

In view of the fact that several divisions had placed urgent requests for typists, it was logical to assign this young negro to one of these billets. Because of the extremely limited number of negroes in general service, at the time, tentative offerings were made to several department

personnel officers who were eager for typists of his description until the color element was introduced. After several departments refused to accept him, the personnel officer assigned C to a section of the personnel division which involved frequent telephone contacts with various parts of the station but few personal contacts.

C made an excellent adjustment in the job but seemed worried and tended to remain in the office after hours for excessive periods. Investigation revealed that the job assignment was entirely satisfactory but that the housing arrangement was the source of the difficulty. C, a southern negro, had, at his own request, been allowed to select the Steward's Mates' barracks in which to live rather than the sections assigned to the personnel division. The fact that he was young and striking for a "general service" rating seemed to irritate the negroes in the barracks. The result was a continuous pattern of persecution and ostracism which the boy found as baffling as the "Jim Crow" laws to a northern negro. But since he had asked to be housed there and felt that the incidents were a reflection upon his people, he had attempted to solve his problem by remaining away from the barracks as much as possible. A reassignment of barracks removed the immediate source of irritation and eventually a satisfactory adjustment to the Navy was achieved.

Another typical problem may be called the "misconception complex" which may originate in misinformation assimilated in the recruiting activity or enroute in training but is most likely to appear in the "A" school graduate and the reenlistee. It takes the form of blindness to all except one type of billet and unwillingness to adjust to billets which do not measure up to preconceived notions. At times, a good interview will reveal the presence of this complex which can influence other susceptible youngsters. In one incident three graduates of an Aviation Electronics school were received simultaneously. All three were bright, alert appearing youngsters who had had a year or more sea duty before they had been ordered to this training. All were ambitious and honestly eager to learn. When they were assigned, nothing obvious indicated the discontent and maladjustment which was to follow. The activity did not have the very latest equipment on which these boys had been trained. They refused to accept and make the best of the fact that the equipment was becoming obsolete but had to be used. Their prima donna attitude was that they must be transferred immediately to a station where the new equipment had already been installed in order that they, personally, might be benefited. Their insistent and, at times, unpleasant approach to their division officer and petty

officers became a nuisance to the division which requested a reassignment. The attitude of the division was that the presence of the boys was more disruptive than productive. Inasmuch as no other department was entitled to use men of this rating and the personnel officer believed that a satisfactory solution could eventually be reached in order that the training might not be completely lost, an attempt was made to counsel with the division officer and petty officers. This resulted in a split of the boys between three different watch sections. In so doing, the leading petty officer was able to resolve the situation somewhat and thus counteract the combined influence upon even younger men. The shift also reduced the annoyance to petty officers with a clearer sense of understanding and responsibility.

In the average assignment, the personnel officer has the advantage of placing personnel in billets for which there is an expressed interest. Though expressed interest and interest measured by such tests as those constructed by Strong and Kuder do not necessarily coincide, it does serve as a motivating factor and generally seems to assist individual adjustment. At the present time, the Navy is not trying to include interest inventories in its classification test battery and the personnel officer, subjectively, must evaluate an expressed interest. An administrative

problem of a different sort is present, therefore, in placing the individual with the completely negative approach.

In the young enlisted men this negativism toward jobs is found, at times, in the individual with limited educational background or mental ability to influence his thinking. He simply does not know enough about jobs available in a particular activity to express specific interest. Usually there are jobs to be done which do not appeal to any particular level of enlisted men either because they are "dead ends" or of low interest value. The temptation is present to place a man with a negative attitude in the low interest job to get the work done. In so doing, the personnal officer may have taken the first step toward assisting in maladjustment to a work situation with all its attendant problems rather than a step toward adjustment.

Captain P. E. McDowell, who was personally interested in the influence of job placement upon morale, discipline, and adjustment, conducted an experiment in 1945 now known as the "New Jersey Experiment." As executive officer of the ship, he obtained clearance for a screening procedure for the entire crew in which he was given authority to reject men for whom he had no billets considered suit-

able.[14] Captain McDowell placed 2,700 men and rejected 26, two of whom he later recalled to perform uninteresting but necessary tasks in the ship's laundry. These tasks were commensurate with the low mentality of the two individuals previously rejected.[15] Captain McDowell has this to say about his experiences in the experiment:

> Whether coincidence or evidence, there is no way of telling, but the fact remains that five months after the ship was placed in commission, after the shakedown cruise, and a total of 7 men had been eliminated from the original crew, the ship put into Norfolk for recreation and liberty. She departed after 5 days with no man having been absent over liberty and no venereal cases. When this was later reported, the charge was made, 'But you had a hand-picked crew!' To this the obvious answer was, 'Correct, but we knew how to pick it!'[16]

Captain McDowell has not indicated that his placement procedures eliminated all problems. He has indicated the contribution which can be made through classification, and proper placement - procedures which are equally applicable to the shore activity. Obviously too, Captain McDowell did not make the mistake of assignment regardless of suitability and interest.

Driver Selection

Of the billets difficult to fill, driver billets present

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14. Proceedings of the Personnel Officers Conference (1949), U.S. Department of the Navy, Bureau of Naval Personnel, (Washington: 1949), p. 55ff.
15. Loc. cit.
16. Ibid., p. 7.

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14. Proceedings of the Parliament Hillside Committee (1926). O.C. Government of the Duke. Women of Heart Inclination', Lambton Chronicle (1926); p. 3822.
15. Ibid., p. 7.
16. Ibid., p. 7.

particular administrative problems relative to the young adult. In the Navy, advancement is almost impossible in driver billets. Therefore such jobs are avoided, in so far as possible, by the older enlisted man who wants to get ahead. The logical source of driver material is from the recruit group. Immediately, the personnel officer is faced with problems such as:

(1) Finding recruits old enough to meet minimum standards for licensed drivers,

(2) Selecting personnel who are not accident-prone,

(3) Selecting personnel who are willing to adjust to a "dead end" situation, at least temporarily, and yet meet the standards of age and freedom from accident-prone tendencies.

Driving jobs are of extreme importance in the large air activity. Some of these jobs are limited to "on station" driving such as fuel trucks servicing airplanes - jobs which can be filled by the younger men, many of whom do not object to driving as such. With no significant driving history to indicate to the personnel officer whether or not the individual is a good risk in such a billet, what can the personnel officer use as standards for selection? The Army, in its Motor Transport Manual, has set the following criteria:

> An individual selected for training as a motor vehicle driver should be dependable, alert, sober, steady and ambitious, and should have good judgment and mechanical sense. He should be able to drive a motor vehicle satisfactorily under military conditions by day or night. He should react quickly and properly in given test situations. He should be able to differentiate promptly between red, green, and amber lights. These tests may all be conducted in the unit.[17]

In pre-selection of prospective drivers, the personnel officer is supposed to be able to determine which individuals indicate the possession of such intangibles as dependability, alertness, and steadiness. Yet DeSilva, Robinson, and Frisbee, writing in the Psychology Bulletin have reported that

> No satisfactory composite test or battery of tests has yet been devised which distinguished clearly between accident-free and accident-prone drivers in individual cases. The reason is that tests measure skill or aptitude, whereas a driver's susceptibility to accidents depends upon a number of other variables which are difficult to control. Thus accident rates vary according to the prevailing speed habits of the driver concerned, his exposure (when, where, and how much he drives), his age, experience, and safety-mindedness. It is difficult for investigators to isolate a group of drivers with accurate accident records whose speed habits, exposure, ages, experiences, and attitudes are comparable. But unless these latter variables are controlled, they may be expected to mask the relationship between skill tests and accident records.[18]

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17. Harry H. DeSilva, Philip Robinson and Willis H. Frisbee, "Army Motor Transport Personnel," Psychological Bulletin - American Psychological Association, XXXVIII, 6 (June, 1941), p. 315.

18. Ibid., p. 315.

[illegible]

[illegible]

[illegible]

The Safety Division can and, in most shore activities, does conduct performance-type tests and road examinations prior to the issue of driver permits (Motor Vehicle Operator's Permit - IND GEN-1003), but the success of their part of the program is chiefly dependent upon the type of individual screened out by the personnel officer controlling assignments.

That the present screening and training techniques are open to critical evaluation is evidenced in the motor vehicle accident figures prepared by the Medical Statistics Division of the Bureau of Medicine and Surgery.[19] Between 1942 and 1949 there has been an increase of accidents resulting in physical injuries from 6.4 accidents per thousand men in 1942 to 9.6 in 1949 with a peak of 10.6 in 1948. The accident problem though by no means limited to the young adult group seems to be significant in that area since between 1942 and 1949 the rate per thousand in the age group under 20 jumped from 6.2 to 11.9 with a peak of 15.3 in 1948. Statistics with age group breakdowns and including all accidents - those involving property as well as physical damage - are not available in the Navy Department, at this time, but experience indicates

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19. Complete statistics prepared by the Bureau of Medicine and Surgery included in Appendix B.

[illegible] [illegible] [illegible] [

that the rate of incidence of accidents involving young drivers in property damage accidents is even higher than with physical disability.

To determine whether or not accident rates are the result of poor training or poor selection of drivers to be trained is not within the province of this thesis, but it is important that the personnel officer screen all prospective drivers as carefully as possible before they are sent to the Safety Division for performance tests and ultimate selection. Since the young driver has no driving history which can be used as a guide, the personnel officer is, of necessity, dependent upon motivation factors, general classification scores, and possession of civilian drivers' licenses. In spite of the objective quality of the test scores and the possession of drivers' licenses, driver selection is largely subjective since, at present, there are no tests for such factors as daring, carelessness, and lack of responsibility in driving available in the Navy. There is no proof that possession of such a factor as a sense of responsibility in any one job is a guarantee of the presence of that factor in a driving situation under varying degrees of supervision. That a high accident rate is expensive in lives, man hours lost, and property damage is obvious. That the greatest percentage of drivers must

be selected from the younger men because of their pay grade status and lack of technical training required in other areas is equally obvious. What methods the enlisted personnel officer can use to improve selections is not obvious and remains a critical placement problem.

In all billeting, early assignment disposes merely of the man, not necessarily the problems of that man. However, good job placement tends to reduce his problems and in so doing reduces those of the personnel officer for maladjustment in jobs may lead to situations resulting in disciplinary problems. Further, the personnel officer cannot assume that his relationships with the young adult are complete with satisfactory job placement. Family and cultural backgrounds, the economic aspects of the man's family relationships and many other complex factors of our society may give rise to situations which demand a personnel officer's time and skill if a satisfactory solution is to be reached. Therefore, though job placement is extremely important, the personnel officer can expect to be confronted with administrative and guidance problems arising from family and social situations as well.

CHAPTER V

LEAVE, LIBERTY and FAMILY SITUATIONS INFLUENCING BEHAVIOR

Factors Underlying Military Interest in Personal Affairs

Industry is primarily interested in the individual employee as he performs in a scheduled work period. Personal activities and problems arising outside these hours are generally considered of no concern to management if proficiency is not affected and subversive or criminal acts are not involved. An enlistment in the Navy, on the other hand, is not an enlistment for a scheduled working day. Like other military services, personnel are considered to be available for duty on a twenty-four hour per day basis. This factor greatly increases the Navy's concern with the individual's private life as compared with industry's interest in its employees. In addition, Naval personnel are mobile. As such, they are subject first to the needs of the service. The assignment of personnel under such a philosophy, of necessity, means that the individual may find his family and social life complicated by change, which he, personally, may or may not desire. The element of choice available to the industrial employee is not available to military personnel to any great extent. A third factor which forces the Navy into the private

affairs of its personnel is the fact that the dignity of the uniform, a symbol of a country's faith in the individual, traditionally, must be upheld. Therefore, personal acts which, in civilian life, can remain personal become offenses against the service.

The young adult, in a first enlistment, may be consciously, or unconsciously, trying to break from the restraints of family and community patterns. The Navy offers an escape from these old patterns but substitutes a combination of restraints upon certain types of conduct and complete absence of restraint in other areas which at times presents a complicated adjustment requirement for the immature individual. The personnel officer has no detailed family and community data with which to predict possible behavior patterns and generally would be untrained in the use of such data if they were available. But the inadequacy of information and of a personnel officer does not prevent the appearance of various types of problems arising from situations not under Navy jurisdiction, as such. The skill with which the personnel and division officers cope with these problems as they arise largely determines the extent of disciplinary situations which may ultimately develop. This is more true in the young adult group than in more mature groups. In the first place,

responsibilities often exceed the maturity of the individual. Second, the individual who has failed to adjust by the time he is twenty-four has had an opportunity to be released either voluntarily or involuntarily or has committed offenses serious enough to result in a general court martial sentence and temporarily, at least, is not a problem to the operating activity.

Evidence of the Existence of Disciplinary Problems

That the young adult is absorbing a high percentage of administrative personnel time is evidenced by information from three air stations shown in Figures I and II.[1]

FIGURE I

Comparisons of offenses committed by minors and by non-minors from 1 January 1950 to 1 July 1950.

	NAVAL AIR STATIONS					
	Quonset Pt		Memphis		Pensacola	
Av. on Board Count - Enlisted	1385		1675		1450	
Av. on Board Count - Minors	346		586		435	
	M	N-M	M	N-M	M	N-M
Unauthorized Absence	38	46	148	104	15	8

1. Information for Figures I and II prepared by enlisted personnel officers of the U S Naval Air Station, Quonset Point, R. I.; U S Naval Air Station, Memphis, Tenn; U S Naval Air Station, Pensacola, Fla.

responsibilities often exceed the maturity of the individual. Second, the individual who has learned to adjust to the time he is twenty-five has had an opportunity to be released either voluntarily or involuntarily on two occasions without causing to result in a counsel other marital responsibility, at least, is not a disadvantage to the counseling activity.

Evidence of the Relations of Theological Training

That the young adult is experiencing a high percentage of administrative personnel time is evidenced by Illustration I and II.

Figure I

Comparisons of citizens enrolled by states and by nominations from 1 January 1960 to 1 July 1960.

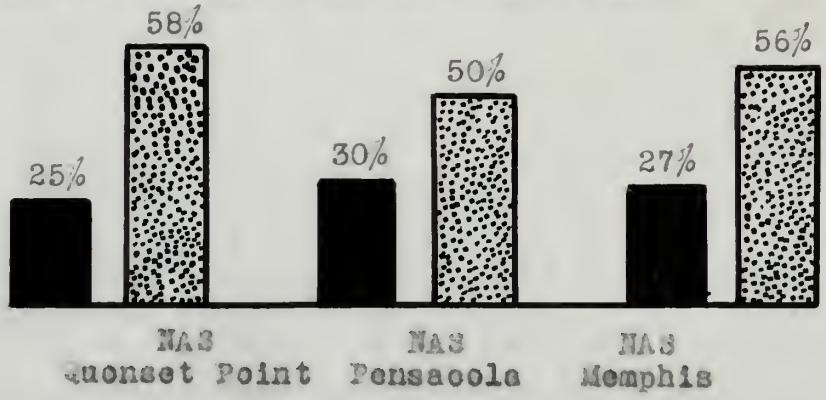
	Nominations	Enrolled	% Enrolled
At. or Local Guest - Enlisted	1850	1049	1960
At. or Local Guest - Others	950	490	450
Alternate			
Unauthorized	80	749	104

1. Information for Figures I and II prepared by enlisted personnel officers of the U.S. Local Air Station, Memphis, Tenn: Memphis Patrol, U. I.: U.S. Local Air Station, Memphis, Tenn: U.S. Local Air Station, Pennsylvania, Pa.

	Quonset Pt		Memphis		Pensacola	
	M	N-M	M	N-M	M	N-M
Theft	3	4	8	2	0	0
Conduct to Prejudice, Good Order and Discipline	53	31	48	43	18	17
Falsehood	6	0	3	3	0	0
Intoxication	9	12	4	5	18	22
Absence from PAL or Restricted Men's Musters	6	2	7	3	2	4
Out of Uniform	18	7	12	15	40	28
Hitchhiking	4	1	0	0	0	1
Absence from Extra duty Musters	1	0	0	3	6	8
TOTAL	138	103	230	178	89	88

FIGURE II

Comparison of percentage of minors in total station population with percentage of total offenses committed by minors.
Period covered - 1 January 1950 to 1 July 1950.



Key: --- Percentage of minors on board.
--- Offenses committed by minors.

	Pneumonia		Dysentery		Tuberculosis	
	M	F-d	M	F-d	M	F-d
Ibid/	3	4	8	2	0	0
Conduct to Prejudice, Idem, Chap. Contempt and Disorderly Conduct	60	32	48	12	28	17
Falsehood	0	0	3	3	0	0
Intoxication	9	12	4	5	14	12
Absence from Sch. or Truancy from Home	4	2	7	3	2	4
Out of Doors	14	7	16	12	43	28
Disobedience	4	1	0	0	0	1
Removed from Home by Parents	1	0	9	3	6	4
TOTAL	139	108	810	176	83	66

FIGURE 12

Comparison of percentage of misery-in total admission possible-time with percentage of total offences committed by misery. Total counted - 1 January 1900 to 1 July 1900.

An analysis of data presented in Figure I indicates that the areas in which young adults are the most frequent offenders are in (1) absence offenses, (2) conduct to the prejudice of good order and discipline, and (3) uniform charges. In few cases do unauthorized absences occur because of specific difficulties arising on the activity itself and to which the youth is willing to ascribe his problem. The average young enlisted man gives as his reasons for absence (1) difficulties at home either in connection with his parents or "girl", (2) "trouble ashore" which usually means some entanglement with civil authority, or (3) transportation difficulties. Generally, all of these excuses have deeper underlying causes traceable to the individual's immaturity or to unwillingness of parents to help the boy make adjustments to service without home interference. Certainly immaturity and inexperience plus an absence of a sense of responsibility are basic factors in most offenses committed by the young adult group. The cases represented in Figure II include only those cases for which formal misconduct reports were made with subsequent disciplinary action. Nor are data available relative to comparable time spent in counseling, billet adjustment, and training. However, experience indicates that the percentages probably would be even more disproportionate in these

areas than in formal disciplinary cases.

Since these stations, representing activities in widely different geographic areas, present comparable pictures in the period covered, it would appear that geographic location, as such, is not an underlying cause of disciplinary difficulties among young adults assigned to such activities. Since all three apparently received an unselected cross section of recruits and "A" school graduates, the presence of a significant variable in quality of personnel can be discounted. There is no evidence that any control factor relative to selection of personnel and division officers was operating. The selection of these particular air stations for data was based only on their geographic separation and the accessibility of data.

Typical Problems

Discussions with other personnel officers have indicated that although details of the cases cited vary with individuals, patterns repeat themselves. Case D represents the difficulties with which the young adult can be faced even though that individual may display maturity in thinking far beyond his years. That D was not forced to unauthorized absence in attempting to solve his problems is a combination of circumstances - the geographic accessibility of a trained case worker with access to emergency

financial resources.

Case D

D reported to the air station immediately upon completion of his recruit training. Examination of the enlisted service record prior to interview revealed the following information:

Age - 17
Education - 10 grades
Navy Battery Test Scores:
General Classification - 50
Clerical Aptitude - 55
Mechanical Aptitude - 38
Typing - 20 words per minute
Previous experience - none
Interests - Music
Length of enlistment - 2 years

At the time D reported clerk-typists were in demand.

When the personnel officer interviewed D, he appeared to be extremely shy, young for his age, and without special interests other than music which, he said, he hoped to use, eventually, as a band leader. He indicated no antagonism toward nor special interest in office work and, subsequently, was assigned to one of the clerk-typist billets in the military personnel office.

The first few months of D's tour of duty were uneventful. He was well-liked by his co-workers, both officer and enlisted. He learned rapidly and was extremely dependable. Later, having expressed interest in striking for the rating

Disposal requirements

Date ?

A report in the air station immediately upon completion of the result tabulations. Examination of the aerator aerated rearing units to determine revealed the following information:

Age - 17
Density - 31 grubs
Dark Battery Test Course:
Control Uncertainties - 90
Thermal Difficulty - 80
Navigation Lights - 30
Typing - 80 words per minute
Testing accuracy - none
Interest - Hello
Length of milestones - 3 years

At the time I received electricity were in demand.

When the personnel officer interviewed J, he appeared to be extremely shy, funny for his age, and without general interests other than radio ships. He said, he hoped to new eventually, to a land locker. He indicated no outstanding talent nor special interest in office work and, accordingly, was confirmed to one of the clerk-typist billets in the utility personnel office.

The first few months of life that he knew were uneventful. He was well-liked by his co-workers, both officer and enlisted. He learned rapidly and was extremely dependable. Later, during conversations between J regarding the setting

of Yeoman, he was encouraged to complete the Navy Training Course for Yeoman, Third Class and to study, through the Educational Services Office, in order that he might eventually try for high school equivalency in the General Educational Development Testing Program.

The first major crisis in this case was marriage when D was eighteen. The girl was a local girl and the marriage was approved by both her parents and his. The personnel officer, for whom he worked directly and with whom he discussed his impending marriage, raised the question of finances. He and the girl, who was two years his senior, had worked out a budget which was to include her salary as a clerk in a down-town drug store. Arrangements had been made for furnished housekeeping rooms in a decent but low rental area and plans for his own transportation to and from the station had been included within the budget. It was a modest but well-balanced budget in so far as was practicable under the circumstances but made no allowances for possible emergencies nor for children. The recreation items were limited but adequate. It was suggested by the personnel officer that emergencies might arise and that it might not be possible for the young wife to continue working indefinitely. However, D believed that either one or both parents could and would assist in that

event. He also stated that he did not intend to reenlist.

The months that followed brought no complaints from D, but he appeared nervous and at times absentminded. Investigation revealed that the wife was no longer able to work because of pregnancy, the boy's father was ill and unable to assist, and the finances were not sufficient to meet the budget requirements even before the baby's birth. Steps were taken to procure an emergency assignment to low-cost housing in a project near the station to eliminate the transportation cost and to reduce the rent to some extent. Assistance was requested by the personnel officer from the Navy Relief Society which made a non-interest bearing loan to meet payments on essential furniture and debts which had accumulated prior to the time the personnel officer had been able to arrange the low-cost housing. The Navy Relief Society social worker reviewed the budget and satisfactory adjustments were made to repay the loan. On his 19th birthday, D had a wife, a baby and a house to support on the enlisted pay of paygrade E 3 ($95.55 + $31.00 commuted rations).

Shortly after the baby was born D decided to reenlist and to apply for yeoman school. His request for school was disapproved, necessarily, because of insufficient shore duty eligibility, but he was encouraged to compete in the

next fleet-wide examinations for yeoman. At this time, D appeared ambitious, well adjusted, and extraordinarily mature in his attitude toward his family responsibilities.

The next episode followed within the four months after the baby was born and the loan had been arranged to liquidate the indebtedness. D announced that he had purchased a television set which he believed could be included in the budget if he and his wife stopped smoking and did not go to the weekly movie. The mother-in-law had signed the papers required for a minor making such a purchase in that state. D could not understand why his purchase was considered ill-advised by both the social case worker and the personnel officer.

In less than two months after the purchase, D received orders to sea and, as a result, was faced with the loss of his house in the project, moving his family in with her parents, settling further indebtedness accumulating from the move, and a loss of $31.00 per month when his rations could no longer be commuted. Again the problems seemed to him insurmountable. About the loss of commuted rations and the transfer-to-sea-duty which was to be expected on the completion of two years ashore, the personnel officer could do nothing. The legal officer was contacted, however, for advice relative to the television

set and the possibilities of legal means of returning the set and relieving the mother-in-law of that responsibility. In the end, this was accomplished. The family situation was resolved as well as possible and D was detached for his first tour of sea duty.

In contrast with D and his efforts to establish himself and his family is Case E who failed to display balance and maturity in the solution of his problems.

Case E

E arrived as a transient awaiting air transportation to an activity outside the continental United States. At the time he reported he was on unauthorized absence. Under directives then current, he was tried at the activity where he reported for transportation and was to be sent on as soon as transportation was available. Investigation prior to his trial indicated that the original leave had been granted because of the illness of the girl to whom E was engaged. The service record revealed (1) previous absences and minor offenses, (2) a low average score on the General Classification Test, (3) high school education, (4) age - eighteen.

When disciplinary action was completed, E requested a transfer to an activity in the vicinity of the girl's home. He was informed that until marriage, no status of

dependency existed and that he would be transferred to his assigned duty as soon as practicable. The day transportation was available E was again in an unauthorized absence status. Appropriate authorities were notified and he was returned on technical arrest orders for additional disciplinary action.

During this period, the girl's father became convinced that his daughter's sanity was dependent upon E's remaining in the United States near the girl. Lengthy correspondence ensued in which the Navy Department policies relative to transfers for personal convenience were explained. Unwilling to accept the situation, the father made a trip to the activity to demand favorable action in the case. At this time, the personnel officer, chaplain, and finally the commanding officer explained the reasons behind the unfavorable endorsement placed on E's request which had been duly forwarded to the Chief of Naval Personnel. Quite dissatisfied and disgruntled by his visit, the father departed with threats of political pressures which were later quite apparent and ultimately resulted in E's discharge.

Such cases as this consume time of administrative personnel out of all proportion to the worth of the individual to the service. In the first place, in the months E had been in service all except three or four had been spent

either in school or in leave, unauthorized absence, or disciplinary status. The recruitment of a man an expensive proposition both financially and from the standpoint of the morale of other enlisted personnel who, with personal problems much more real, were unable to obtain release. In the face of such situations as this, counseling problems relative to other enlisted personnel mount rapidly as the story spreads and grows.

Probably no amount of case history data in this particular instance would have helped predict the extent of instability of both the boy and the girl's father. None the less, cases like these absorb time which could be more profitably spent on individuals who, with a minimum of guidance and assistance, can solve their problems satisfactorily.

Cases where family situations prevent satisfactory work performance in the Navy can be multiplied indefinitely. These problems include housing difficulties, illness within the family group, expenses relative to transfers, wives demanding luxuries and living conditions beyond the income of the enlisted man, parent relationships, et cetera. In the past, the Navy has discouraged young enlisted men from marrying until they attained pay grades adequate to meet their responsibilities. At times this policy has taken

the form of release of and refusal to enlist and reenlist men in certain of the lower pay grades when the number of dependents was excessive. In times of emergency, such policies must be modified because of man power demands. To compensate, Congress has provided various forms of family allowances from time to time. Though these allowances are of great value and frequently bring individual incomes to levels higher than might be expected in civilian life, none the less, such allowances seldom outweigh high rents found in military areas and expenses incident to periodic uprooting of families.

Some activities have been fortunate enough to have access to government housing projects with extremely low rentals. Inasmuch as these houses are generally assigned to personnel with jobs whose responsibility requires their presence as close to the activity as possible, the number available for low grade personnel in the less responsible jobs is limited. Thus the method of assignment of available houses presents the personnel officer with an administrative problem of selection. Unfair or poorly administered selection procedures immediately reverberate in lowered morale and further increased problems.

Among the single men, one of the more difficult problems for the personnel officer is the young adult who has

either willfully or unwittingly misinformed his parents relative to his Navy status. Such cases are apt to involve protracted correspondence, interviews, or both. Case F is an example of the unfortunate results of such a relationship.

Case F

The personnel officer was first aware of F when a request for discharge was reviewed. When F was questioned as to the reason for his request in order that appropriate procedures might be instituted, the statement was made that "it was dependency." Inasmuch as the record did not indicate marriage, the boy was questioned as to the type of dependency - financial, illness, et cetera - and the person. F appeared blank and the personnel officer approached the situation more directly, asking whether the mother or the father was ill and if so whether the boy knew how to reach the appropriate doctor. Neither the father nor mother was ill. Next, the financial aspects were investigated. No allotment was going to the home and F stated that he sent no money home because none was needed.

By this time it was apparent that some other factor was involved. The conversation was turned to his activities during liberty hours. Finally F stated that he had a girl at home and therefore remained on station to go to an oc-

casional movie and write letters. He then admitted that he was anxious to be discharged in order that he might be married. It was explained that the case did not constitute "dependence" which existed only after marriage or in the cases of close relatives and guardianships. The personnel officer believed that F, at this time, thoroughly understood the policy of the Navy Department.

Several days later F returned and requested discharge in order that he might enter college. Article C - 10307 of the Bureau of Naval Personnel Manual was read and explained.[2] F was told that he had a right to forward a substantiated request, which in this case meant a statement of acceptance by a college, but that since he had been enlisted under the high school program designating "A" school training upon the completion of recruit training it was doubtful that his request would be approved in the bureau. During the conversation, F showed the personnel officer a letter from his parents directing him to request discharge in order that he might enter college. Again the personnel officer believed the boy understood current policy and instructed him to write his parents and to obtain affirmation of college acceptance. He was also instructed to inform

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2. Article C - 10307 of the Bureau of Personnel Manual is quoted in Appendix C.

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8. Article I - 1080P of the Bureau of Internal Revenue Code.

his parents as to the reason an unfavorable endorsement would be placed on the letter.

Several days later the chaplain received an irate letter from the parents stating that the personnel officer had told their son to "get married in order to get out of the Navy." The boy was interviewed both by the chaplain and the personnel officer and affirmed their suspicions that he had deliberately misinformed his parents who did not approve of the proposed marriage and who had urged Navy enlistment originally to prevent it. The parents had regretted the decision later and wanted the boy in college. The boy claimed that he had not meant to lie to his parents. Evidently, he had thought he could force them to let him alone by placing the responsibility of the decision upon the Navy. The immaturity of his action not only resulted in extensive waste of effort exerted on his behalf but created a situation where bad public relations for the Navy were inevitable. No amount of correspondence would ever eliminate the impressions the boy had made upon his parents who were never convinced that statements had been twisted by their son to serve his own end.

Such problems as these can seldom be anticipated in service where conferences with parents are not practicable as they are in a school situation. Though parental consent

is required for the enlistment of the seventeen-year old,[3] the Navy presumes that the recruit is sufficiently adult to assume responsibility for himself and his affairs when he has been accepted for enlistment. That such is not the case for all young men is evidenced by the case of F just outlined and by many others like him. F's problem was one of a family relationship and assumption of responsibility for his personal actions. Others center in other areas. For example, the bright faced youngster who, in great earnestness, asked the personnel officer "where a 'white hat' could meet nice girls." This was a very real problem to this seventeen year old. He had come from a small community where his social status was well established. This was his first experience with the difficulties to be encountered in establishing status. His desire to maintain social relationships comparable to those with which he was familiar at home was very real, but he was inadequately equipped to meet the coldness of a strange city where parents of high school girls believed, or so he thought, all sailors unsuitable for their daughters.

In an effort to realize status with a group, adolescents are inclined to take action which may, at times, be

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3. United States Navy Regulations (Washington: 1948), Article 19.

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9. Bulletin Inter-Part Documentation (Montpellier) 1969.

distasteful to them. In the Navy, many youths are conscious for the first time of the great diversity of moral interpretations, ethical philosophy, and codes of conduct which characterize certain groups. "Moreover, the average adolescent or youth has not had the toughening experience of refusing to participate in group activities which are not fully in line with his own previous personality development."[4] Consequently, even though they may be aware of legal consequences of their actions, the fear of separating themselves from the group and losing status seems to be stronger at times than any other influence. The results are tattooing episodes, beer sprees, joy-riding without the owner's consent and other such activities. Some states have concluded that greater responsibility should be placed on the adult who passively allows unacceptable behavior to occur than upon the minor himself. For example, Rhode Island in the General Laws of Rhode Island - 1938 lists one law which subjects a person tattooing a minor under twenty-one to as much as one year's imprisonment and a fine not exceeding $300.00.[5] There is no charge against the minor. Another law on the Rhode Island statute books places a penalty of one year's imprisonment and/or a fine up to

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4. Paul H. Landis, Adolescence and Youth, (New York: McGraw-Hill, 1947), p. 127.
5. R. I. Gen. Laws (1938), chap. 610.

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6. Ibid., p. 110.

$500.00 and license disqualification for five years upon the person convicted of selling intoxicating beverages to a minor.[6] Again the penalty is not against the minor. Minors who create disturbances when intoxicating beverages are sold them in that state have been charged with reveling, however. Such charges have resulted in small fines and/or confinement until sober. For Navy personnel investigation in most of such cases, generally, has not resulted in exposure of criminal intent. In many instances, proper guidance and direction of activity have been sufficient for adequate adjustment to the standards required. As has been so aptly put "those who object to the way young people play had better look to the opportunities that are provided before they criticize the use they make of their opportunities."[7]

The joy-riding case of G is typical of the difficulties in which young people place themselves by acting in a manner contrary to their basic training.

Case G

G had been assigned to the air station for approximately a year. He was well liked, had a clear record and gave

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6. R. I. Gen. Laws (1938), chap. 165.
7. Douglas A. Thom, Guiding the Adolescent, U.S. Children's Bureau, pub. no. 225 (Washington: 1933), p. 52.

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6. Q. I. Gen. Insp. (1939), chap. 10B.
7. Langley v. Lowe, Selling the Advantage, Q.P. Univ. Exam's Journ. Inspr. no. 498 (Washington: 1939), p. 85.

indications of promise as a future petty officer. His service record indicated the following:

Age - 20
Education - 10 grades
Navy Battery Test Scores:
General Classification - 45
Clerical Aptitude - 50
Mechanical Aptitude - 55
Typing - 40 words per minute
Previous experience - 2 years sea duty - destroyers
Interests - none specified
Length of enlistment - minority
Record of disciplinary action - none
Quarterly marks - average. None above 3.6

One morning, in the first year of his shore duty, G was reported absent from morning quarters. Investigation, through the shore patrol office, revealed a police report which included the following information:

> Two sailors, one rated (third class) and one seaman, had been apprehended driving a car without the consent of the owner and were being held for the morning session of court.

The senior shore patrol officer was present at the hearings and subsequently reported that the two sailors had been in the nearby village in a "beer joint" where the rated man, who was over twenty-one, had been purchasing large quantities of beer. Later in the evening, the two had passed an automobile with the keys in it, parked on the main street. Neither boy was quite sober and the idea of "taking a ride" seemed to have struck both simultaneously. The seaman took the wheel and had gone a few blocks when chase was given by a man in a panel truck. The boys

became frightened at what they had done and attempted to make a get-away and, so they said, return the car. But the other driver cut in front to stop them. This maneuver resulted in a minor accident and damage to the panel truck which turned out to be the city dog-catcher wagon and whose driver had recognized the car as property of another city official.

The judge, convinced that pure theft was not the basic motive, placed the lightest charges possible, (1) "Driving an automobile without the consent of the owner", and (2) "Intoxication." Since the seaman was the driver, he was charged with the first and confined pending trial. The second man was fined and released.

After a period of approximately two weeks, the first lad was tried and received a five year suspension of sentencing which meant that any further offense in the state of Rhode Island would have been reason to return him to court for sentence relative to the original offense. He returned to duty to face a Navy charge of "unauthorized absence" for which he received a Deck Court. The entire case was reported administratively to the Chief of Naval Personnel as was required by current regulations. The commanding officer's recommendation was for "retention in service" in view of the clear record and the attendant circumstances. The Bureau ordered discharge as undesirable.

The officers for whom G had worked and his enlisted co-workers all felt that he was worth another chance. Therefore, the personnel officer was sent to Washington with a recommendation from the commanding officer for review of the case. As a result of conferences with various members of the discipline division in the Bureau of Naval Personnel, a review of the case was promised and verbal authority granted to delay separation processing pending receipt of the board's decision. Subsequently, the decision was reversed and G was retained in a probationary status.

Shortly after this episode, an opportunity to transfer seamen to an activity out of the state arose, G was included in the draft to reduce the opportunity for probation violations within the state where the offense had been committed. Informal follow up of this case revealed that there was no further difficulty either with civil authorities or the Navy and that G was eventually rated.

PUBLIC RELATIONS PROBLEMS

Problems involving the personal life and family of the young adult, inevitably, lead to problems of public relations. Technically, the enlisted personnel officer is on too low an echelon to be involved in public relations. Yet from a practical stand point he is drawn into that area by

parents and other civilians with interests of one sort or another in individual enlisted men.

For example, parents believe their sons to be the all important individuals in any activity and it is difficult for them to comprehend that "straggler notices" bearing a personnel officer's signature may not mean that he carries in his mind all pertinent data relative to individual men. Yet it is a common experience for a personnel officer to receive long distance inquiries from anxious parents, after office hours, and in quarters where records are not available. To many of these worried parents a long distance call represents a major undertaking and only the greatest tact will reassure them that the personnel officer will send information by letter as soon as practicable. The immediate reaction is "the government does not care about my boy; the personnel officer could not even remember who had the last information about him and whether or not he was sick." There are times, particularly where a boy is a "repeat performer," that the personnel officer will remember enough to leave the parent with a feeling of reassurance. But this good fortune is rare. In any case, such situations are public relations opportunities for building respect for the Navy and faith in its interest in the individual. Such opportunities are frequent for the personnel officer and call for his greatest ingenuity and tact.

All such inquiries are not relative to discipline. Many include questions concerning leaves, discharges, transfers, job assignments and training. At times the negative reply, forced by regulations and circumstances upon the personnel officer, is a source of misunderstanding and bad public relations even though the personnel officer may have done the thing which seemed best under the circumstances.

In an effort to forestall misunderstandings and reassure parents of adolescents, the Navy has experimented with the "personal letter to the parent" technique. Sound in theory though it may be, this practice has had strange repercussions in the young adult group from time to time. It is difficult to be sure which adolescents enlisted to gain adult status not allowed at home and are desperately seeking independence. Some individuals protested that the "Navy was minding their business." Knowing that it was the personnel and division officers' responsibility to prepare such letters, they blamed these officers and mutual trust, necessary for constructive effort with the youngsters, was lost temporarily. The problem of knowing where such letters would be helpful and where a hindrance is almost insurmountable.

The cases cited are indicative of problem areas. They are in no way difinitive and could be multiplied many times.

However, the general pattern of types repeats itself so frequently that consideration must be given to the underlying causes which result in similar overt behavior among different individuals. Observation points again and again to the basic characteristics of adolescence and adult relationships with the group. The personnel officer cannot control either of these. He can adjust his own relationships with young adults in the light of adolescent characteristics and he can assist in the training of other Navy personnel to do the same thing.

CHAPTER VI

CONCLUSIONS AND RECOMMENDATIONS

The cases which have been singled out in this study are representative of the pattern of some of the problems facing the air station enlisted personnel officer. They cannot be neatly catalogued into separate problem areas because of the complexity of the individual man and the fact that one problem is not isolated from all others. Discipline cases usually are traceable to previous environmental difficulties, training, job maladjustments or one of many less obvious causes. In every type of problem each individual must be treated as an individual in an organizational frame work in which both time and training are of the essence. Unfortunately, the average personnel officer is inadequately supplied with both.

The conscientious officer usually recognizes the existence of individual needs as well as the demand of routine paper work, but frequently has allowed routine requirements to obscure opportunities to utilize fully resources and training available to him on his own operating level.

Publications resulting from Navy and civilian research can be as useful to the enlisted personnel officer as to the industrial psychologist or educator. This does not intend to suggest that the technical psychologist's approach

CHAPTER XI

CONCLUSIONS AND RECOMMENDATIONS

is either possible or desirable for the operating military personnel officer. But it is believed that such publications as Personnel Research and Test Development in the Bureau of Naval Personnel, edited by Dewey B. Stuit,[1] can be invaluable in training the personnel officer to interpret results of such personnel procedures as classification and its application to his individual job placement problems. Bureau of Naval Personnel reports such as that prepared following the personnel officers conference of 1949[2] are useful in orienting the personnel officer and in acquainting him with the thinking of higher level personnel in the personnel field. Too frequently, professional publications in the field of personnel management and psychology seem to be either completely unknown to or are ignored by the personnel officer on the operating level.

One of the simple, fundamental principles established in industrial personnel research is that of the influence of physical facilities of the personnel office itself upon the employee. The average large air station has sufficient physical equipment to allow an arrangement of the personnel office space to provide a measure of privacy for personnel

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1. Dewey B. Stuit, Personnel Research and Test Development in the Bureau of Naval Personnel, (Princeton: Princeton University Press, 1947).

2. Proceedings of the Personnel Officers Conference, 1949, Bureau of Naval Personnel, (Washington: 1949).

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1. Dewey W. Grady, Personnel Research and Test Development in the Bureau of Naval Personnel, (Princeton, Princeton University Press, 1947).

4. Proceedings of the Personnel Officers Conference, Bureau of Naval Personnel, (Washington: 1947).

being interviewed relative to original orientation, personal problems, or discipline. Privacy is not a requirement for many areas of routine military personnel procedures such as correction of statements of dependency, routine reenlistments, routine leave procedures, et cetera. Therefore, it is recommended that personnel spaces be so arranged as to allow privacy for those personnel dealing with problems whose outcome can be vitally affected by the influence of the presence of other persons and undue confusion. Such arrangements normally require little more than common sense planning which can be either completed on the personnel officer's own level or with the approval and assistance of the executive officer and the Public Works officer.

As in industry where early impressions of an industrial situation tend to make lasting impressions upon the prospective employee, so are impressions gained by the Navy enlisted man as he reports to an air activity. The young adult, with his adolescent characteristics, is particularly susceptible to impressions. In the first place, he has few standards by which to make comparisons and tends to feel insecure in strange situations. Orientation procedures can be established by the personnel officer with the cooperation of all departments. Where such orientation procedures have been instituted on a station-wide cooperative plan they have

proved themselves invaluable. The details of such procedures must of necessity vary with the demands of the individual activity, but one of the successful tools has been the station handbook geared to the level of the young adult group where the need for information is greatest. One such handbook amply illustrated the facilities available to the enlisted man both on and "off station," "do's and don'ts" of Navy regulations and local laws, places to see and things to do by the use of a humorous character pen sketch - Porthole Pete.[3] This booklet, prepared under the direction of the personnel officer, was a cooperative project of the entire station. A terse, broken sentence and phrase style of writing proved more useful to the men than more detailed formal publications of orders and information and was welcomed by new "receipts" to whom it was presented promptly after arrival. Where adequate information is available immediately, in an amusing form, adjustment problems tend to be somewhat reduced.

The personnel officer cannot ignore the need for, and unlimited possibilities inherent in, continuous training of his own staff. No personnel officer can expect to be fortunate enough to have thoroughly trained interviewers;

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3. United States Naval Air Station, Quonset Point, Rhode Island Handbook, (Quonset Point: 1949).

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6. Dated texts by Dorst Alt Fraction, Dorrest Toilt, Dorrie Jaffy Dunlopper, (Dunmore Potter, 1994).

nor can he expect to have a staff indoctrinated in techniques of personnel management. Simple, direct training programs within the personnel division staff can serve as a proving ground for training programs which can and eventually must extend to division education and personnel officers and enlisted staffs. Too frequently such programs have degenerated to sessions on techniques in leave computation or other procedural matters with no emphasis upon fundamental philosophy of personnel management. The need for and importance of training in such technical procedures is continuous, but it is believed that in-service training in such areas as interviewing techniques, personnel relationships, and individual differences, are necessary to a good training program for enlisted and civilian personnel assigned to any personnel division. Such training is approved and desired by high levels of command and can be instituted by the operating personnel officer. An adequate and continuing program such as that outlined tends to produce staff personnel with greater initiative and understanding. Their assistance and increased efficiency in turn tend to relieve the personnel officer by spreading the work.

As has been frequently pointed out, the military personnel officer is unlikely ever to be clinically trained. Therefore, he must make full use of all agencies, Navy and

Social Service, which are available to him. The Navy Relief Society, for more than forty years a welfare agency of the Navy, for the Navy, and by the Navy,[4] is one of the most valuable aids available to any military personnel officer where an active chapter exists. The basic purpose of the Society is to assist Naval personnel and their dependents toward constructive solutions of their financial and family problems requiring outside help.[5] In its early history, the Society was generally recognized for its financial assistance to personnel. Today, the Society performs much broader services which include visiting nurse services and trained social welfare workers who assist with hospitalization arrangements for dependents, contacts with civilian agencies, and family counseling of all types, including budget guidance. Chapters are operating, under the auspices of the Chaplains' Corps, in most major activities.

Where the larger chapters have added the visiting nurse and social worker, the personnel officer can expect expert individual counseling for personnel he is unqualified to advise. Where an active cooperative attitude has existed, excellent results have been obtained and the personnel officer is freed for work for which he is better

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4. Navy Relief Society Manual For Auxiliaries, (Washington: 1947), Part I, History (pages unnumbered).
5. Loc. cit.

[illegible]

[illegible]

qualified.

In addition to assistance which can be received through the Navy Relief Society, the American Red Cross Field organization is ready with trained welfare personnel. Their contacts with American Red Cross Chapters in other cities and military installations have frequently been the most efficient service available to military personnel in the solution of family problems of all sorts. Personnel officers can and many do maintain close contact with the local American Red Cross workers to whom referrals are made.

Trained welfare workers, whether they are serving under the auspices of the Navy Relief Society, the American Red Cross, or other agencies, maintain professional contacts with other local welfare agencies such as state children's agencies, state welfare services, Traveler's Aid Society and numerous others. Such agencies, their organization and the services they perform are frequently unknown to the military personnel officer whose stay in any one community is comparatively brief. Therefore the system of referral existing between established agencies such as these greatly facilitates the work of the personnel officer. By establishing close contact with any one agency he is able to secure guidance and referral assistance which eventually may lead to a solution to the welfare problem in hand.

Reduction in a personnel officer's administrative problems can never be expected through any set pattern of procedures. Each officer in each activity must work out his own system. However, it seems likely that any success which may be had with the young adult group will begin with a recognition of the basic insecurity of the group and will be followed with the most extensive guidance and training practicable.

APPENDICES

APPENDIX A

DATA RELATIVE TO MINIMUM AGE OF RECRUITS IN U.S. NAVY

Instructions by Secretary of the Navy, September 11, 1798 -

No individual to be enlisted for galleys unless he was at least five feet six inches high without shoes and above eighteen.

Laws, U.S. Navy and Marine Corps, 1775-1859 -

Act approved March 2, 1837, establishing the naval apprentice system reads in part: "That it shall be lawful to enlist (a) boys for the Navy, with the consent of their parents or guardians, not being under thirteen nor over eighteen years of age, to serve until they shall arrive at the age of twenty-one years."

U.S NAVY REGULATIONS, 1865 -

Minimum age of recruits fixed at thirteen with eighteen years as minimum without consent of parent or guardian.

U.S. NAVY REGULATIONS, 1870 -

Boys under fourteen years of age not to be enlisted even as apprentices. Parental consent required.

Navy Department Circular dated April 8, 1875 -

A limited number of boys between the ages of sixteen and seventeen years to be enlisted.

U.S. NAVY REGULATIONS, 1876 -

Boys between the ages of sixteen and eighteen enlisted to serve until the age of twenty-one. No person under sixteen to be enlisted.

Chapter 4

The Making of Citizens and of Subjects in U.S. Law

Instructions to Inspectors of the Navy, September 11, 1798 -

No individual to be enlisted for military service who is less than five feet six inches high without shoes and above thirty-five years of age.

Laws, Ist. Serv. and Marine Corps, 1719-1899 -

Any enlisted person [...] "that it shall be lawful to muster [...] into the Navy, with the consent of [...] private or [illegible], not having undergone [illegible] eighteen years of age, to serve until they shall arrive at the age of twenty-one years."

U.S. Navy Regulations, 1868 -

Minimum age of recruits fixed at eighteen with eighteen years as minimum within consent of parent or guardian.

U.S. Navy Regulations, 1870 -

Boys under fourteen years of age not to be enlisted even as apprentices. Parental consent required.

Navy Department circular dated April 4, 1919 -

A limited number of boys between the ages of eighteen and seventeen years to be enlisted.

U.S. Navy Regulations, 1974 -

Boys between the ages of seventeen and eighteen enlisted to be enlisted. No person under eighteen years until its age of twenty-one. [illegible]

Navy Department Circular dated March 15, 1861 -

Boys between the ages of fourteen and eighteen years enlisted to serve until the age of twenty-one. No minor under the age of fourteen years to be enlisted.

U.S. NAVY REGULATIONS, 1893 -

No person under the age of fourteen to be enlisted. No person under the age of twenty-one to be enlisted except by special authority of the Navy Department. Parental consent required.

U.S. NAVY REGULATIONS, 1896 -

No person under the age of fourteen to be enlisted. Boys between the ages of fourteen and eighteen years enlisted to serve until the age of twenty-one. Parental consent required.

U.S. NAVY REGULATIONS, 1900 -

Boys to be enlisted for service between the ages of fifteen and seventeen years.

U.S. NAVY REGULATIONS, 1905 -

No person under the age of fourteen years to be enlisted. Persons enlisted as apprentice seamen only between the ages of seventeen and twenty-five years.

U.S. NAVY REGULATIONS, 1909 -

Minimum age for apprentice seamen, seventeen. Minimum age for native mess attendants, sixteen.

BUREAU OF NAVIGATION MANUAL, 1921 -

All first enlistments made for a period of four years with a minimum age of eighteen years.

Navy Department Circular dated August 14, 1891 -

Boys between the ages of fourteen and eighteen years de-
sired to serve until the age of twenty-one. No minor
under the age of fourteen years to be enlisted.

U.S. Navy Regulations, 1948 -

No person under the age of fourteen to be enlisted. No
person under the age of twenty-one to be enlisted except
by special authority of the Navy Department. Parental
consent required.

U.S. Navy Regulations, 1950 -

No person under the age of fourteen to be enlisted. Boys
between the ages of fourteen and eighteen years enlisted
to serve until the age of twenty-one. Parental consent
required.

U.S. Navy Regulations, 1960 -

Boys to be enlisted for service between the ages of fifteen
and seventeen years.

U.S. Navy Regulations, 1968 -

No person under the age of fourteen years to be enlisted.
Persons enlisted as juveniles cannot only between the
ages of seventeen and twenty-five years.

U.S. Navy Regulations, 1990 -

Minimum age for original enlistment, seventeen. Minimum age
for active duty flightdeck, eighteen.

Bureau of Naval Personnel Order, 1991 -

All first enlistments made for a period of four years with
a minimum age of eighteen years.

APPENDIX B
PART I
MOTOR VEHICLE ACCIDENTS[1]/ BY AGE GROUPS

NAVY AND MARINE CORPS

1942 - 1947

Age Groups	1942		1943		1944		1945		1946		1947	
	Number	Rate per 1000	Number	Rate per 1000	Number	Rate per 1000	Number	Rate per 1000	Number	Rate per 1000	Number	Rate per 1000
Total	5,315	6.4	12,693	6.0	19,106	5.7	20,872	5.7	12,075	9.1	6,086	10.4
Under 20	896	6.2	2,313	4.3	3,501	3.4	3,060	3.9	2,577	6.4	1,689	8.2
20 - 24	2,391	6.8	5,373	6.7	8,093	7.3	10,104	6.7	6,241	10.3	2,731	13.4
25 - 29	1,017	6.4	2,050	6.0	3,352	6.1	3,954	5.8	2,023	11.5	1,025	11.1
30 - 34	413	5.0	1,280	6.4	2,070	5.9	1,964	5.2	663	9.2	336	8.0
35 - 39	247	5.4	824	7.0	1,247	6.8	1,188	5.7	320	8.9	169	7.3
40 - 44	201	7.1	536	8.2	538	7.7	355	6.3	157	8.9	85	8.0
45 - 49	93	6.6	224	8.6	212	6.7	167	6.3	61	6.0	41	7.0
50 - 54	36	5.5	61	5.7	68	6.2	53	5.1	20	4.4	9	4.0
55 - 59	16	4.9	25	6.7	14	3.1	18	4.3	8	4.4	1	1.3
60 and over	5	3.3	7	3.4	11	4.8	9	3.6	5	5.6	-	0

Source: NavMed-F card

1/ Includes all manner of admissions

STATISTICS PREPARED BY
MEDICAL STATISTICS DIV.
BUMED - NAVY DEPT

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BUMED-24-aa
30 Oct 1950

APPENDIX B

PART II

MOTOR VEHICLE ACCIDENTS
BY AGE GROUPS
NAVY AND MARINE CORPS
1948 - 1949

Age Group	Incidence				Deaths			
	1948		1949		1948		1949	
	Number	Rate per 1,000	Number	Rate per 1,000	Number	Rate per 1,000	Number	Rate per 1,000
All Ages	5,407	10.6	5,166	9.6	278	0.5	328	0.6
Under 20	1,164	7.4	1,153	9.0	59	0.4	62	0.5
20-24	2,790	15.3	2,603	11.9	153	0.8	176	0.8
25-29	910	10.9	896	9.7	45	0.5	62	0.7
30-34	313	7.0	328	6.2	14	0.3	18	0.3
35-39	136	5.8	126	4.9	1	0.0	8	0.3
40-44	61	6.0	40	3.7	4	0.4	1	0.1
45-49	21	4.5	12	2.6	1	0.2	-	0
50-54	10	6.2	7	3.6	1	0.6	1	0.5
55-59	2	3.8	1	1.4	-	0	-	0
60 and over	-	0	-	0	-	0	-	0

Source: NavMed-F cards

Note: Data for 1949 are provisional pending publication of the Annual Report of the Surgeon General

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Statistics prepared by Medical Statistics Division, Bureau of Medicine and Surgery.

Motor Vehicle Registrations
by Type of Engine
Fuel and Engine Cubic
1966 - 1969

Type of Engine	1966		1967		1968		1969	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent
All Cars	45,401	100.0	47,146	100.0	49,125	100.0	51,234	100.0
Under 50	1,284	2.8	1,112	2.4	891	1.8	671	1.3
50-59	26,394	58.1	25,207	53.5	23,931	48.7	22,761	44.4
60-69	7,004	15.4	7,894	16.7	8,453	17.2	8,912	17.4
70-79	4,004	8.8	4,894	10.4	5,894	12.0	6,894	13.5
80-89	2,894	6.4	3,894	8.3	4,894	10.0	5,894	11.5
90-99	1,894	4.2	2,894	6.1	3,894	7.9	4,894	9.6
100-109	894	2.0	1,894	4.0	2,894	5.9	3,894	7.6
110-119	394	0.9	894	1.9	1,894	3.9	2,894	5.6
120-129	194	0.4	394	0.8	894	1.8	1,894	3.7
130-139	94	0.2	194	0.4	394	0.8	894	1.7
140-149	44	0.1	94	0.2	194	0.4	394	0.8
150-159	24	0.1	44	0.1	94	0.2	194	0.4
160-169	14	0.0	24	0.1	44	0.1	94	0.2
170-179	4	0.0	14	0.0	24	0.1	44	0.1
180-189	1	0.0	4	0.0	14	0.0	24	0.1
190 and over	0	0.0	1	0.0	4	0.0	14	0.0

Source: Compiled data

Note: Data for 1969 are estimated pending publication of the annual Report of the Secretary of State.

Registrations exclusive of Imported Commercial Vehicles, Buses, and Taxicabs
and Motorcycles.

APPENDIX C

Bureau of Naval Personnel Manual - Article C-10307 - Discharge of enlisted personnel for own convenience, by purchase, and furlough without pay:

(1) The bureau, as a policy, will not discharge enlisted personnel for their own convenience. In this category are requests for discharge for the purpose of:

(a) Accepting civilian employment.
(b) Returning to school.
(c) Entering another branch of the armed forces in an enlisted status.
(d) Accepting employment with Government agencies in a civilian capacity.

(2) While the bureau does not desire to prevent personnel from applying for discharge for personal reasons, such as the reasons stated in this article, such personnel should be carefully and completely informed of the bureau's policy in this regard and discouraged from submitting an official request for discharge for any of these reasons. However, if the individual concerned still wishes to submit a request for discharge, permission should be granted to do so; in which case substantiating documents bearing on the particular case should be required of the applicant to accompany the request.

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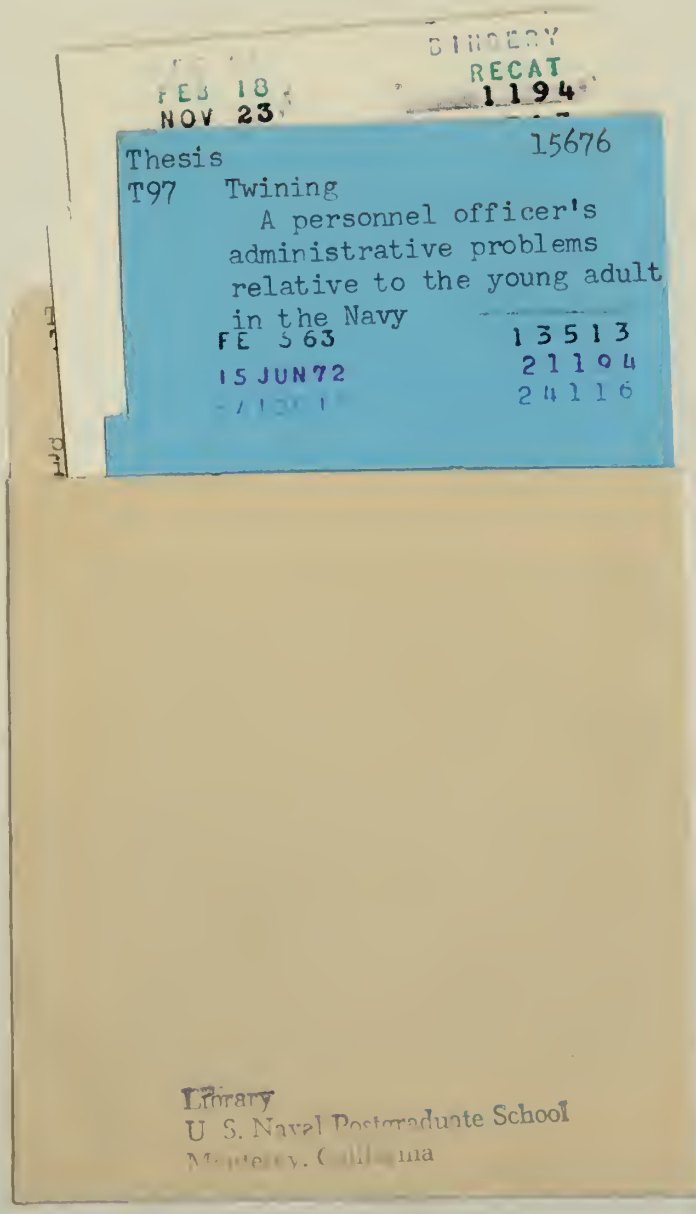
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